

In the Eye *of* **THE STORM**

*A People's Guide to Transforming Crisis &
Advancing Equity in the Disaster Continuum*

ACTION TOOLKIT



NAACP

Environmental & Climate Justice Program



NAACP

National Association *for the Advancement of* **Colored People**

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Environmental & Climate Justice Program

In the Eye of the Storm:

A People's Guide to Transforming Crisis and
Advancing Equity in the Disaster Continuum

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Environmental and Climate Justice Program's Mission

Advancing the leadership of frontline communities to eliminate environmental and climate injustices and ignite an environmental, social, and economic revolution.

NAACP Mission

The mission of the National Association for the Advancement of Colored People (NAACP) is to ensure the political, educational, social, and economic equality of rights of all persons and to eliminate race-based discrimination.

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Introduction

The NAACP and Environmental and Climate Justice

The NAACP believes that environmental justice and climate justice are civil and human rights issues. We started the Environmental and Climate Justice Program in 2009, after decades of civil rights advocacy, because we saw a connection between issues like pollution and sea levels rising and the affect those are having on the health and well-being of African American communities. On the national level, the NAACP’s Environmental and Climate Justice Program staff supports the leadership of state and local NAACP units addressing environmental and climate justice issues in their own communities. Together, we are working to make long-lasting, real change for our communities.

The Environmental and Climate Justice Program has three main goals:

1. **Reduce harmful emissions, particularly greenhouse gases.** Combines action on shutting down coal plants at the local level with advocacy to strengthen development and monitor enforcement of regulations at the federal, state, and local levels. Also includes a focus on corporate responsibility and accountability.
2. **Advance energy efficiency and clean energy.** Works at the state level on campaigns to pass renewable energy and energy efficiency standards while simultaneously working at the local level with small businesses, unions, and others to develop demonstration projects to ensure that communities of color are accessing revenue generation opportunities in the new energy economy, while providing safer, more sustainable mechanisms for managing energy needs for our communities and beyond.
3. **Strengthen community resilience in the context of climate change.** Ensures that communities are equipped to engage in climate action planning that integrates policies and practices on advancing food justice, advocating for transportation equity and upholding civil and human rights in emergency management.

To learn more...

about the NAACP Environmental and Climate Justice Program, contact the ECJ Program email ecjp@naacpnet.org or call (877) NAACP-98



Environmental Justice

We define environmental justice as the fair and equal treatment of all people regardless of race, color, national origin, gender, sexual orientation, gender identity, ability, or income level, etc. in the development, implementation, and enforcement of environmental laws, regulations, and policies. At the heart of our approach to achieve environmental justice is to elevate community leadership and decision-making in every step to make their environment a safe and healthy place to live.

A few examples of environmental justice initiatives:

- Reducing pollution in areas that have a lot of factories so that the air is cleaner and African American children who have asthma and live in these areas can go outside and to school more often, which increases their chances of success later on.
- Passing public policy that ensures that all people have access to safe, affordable, and sustainable clean energy.
- Working with neighborhoods to bring in grocery stores in areas where there are none, or what is known as food deserts.

Climate Justice

The NAACP recognizes that climate change is real and the effects of climate change hit African American, low-income, and other frontline communities first and worst. Climate justice is an extension of environmental justice that emerged in the early 2000's. It recognizes that the impact of climate change – increased floods, hurricanes, tornados, sea level rising, drought, etc. – impacts people who already experience inequity more than those who experience inequity less in our society. As climate justice advocates, we work to uphold human and civil rights to change climate policies, principles, and practices. We recognize the injustice of those suffering the most from climate change, as well as those who are left out of climate legislation.

Climate change is a shift in weather patterns over time. One of these changes is global warming, which is the increase in the temperature of the earth's near-surface air and oceans. Climate change is driven by emissions of greenhouse gases including carbon dioxide—which is emitted through the burning of fossil fuels in energy production—and made worse by deforestation, as forests play a key role in absorbing carbon dioxide. Because of climate change, we experience more floods, droughts, hurricanes, tornados, sea level rise, heat waves, and other issues.



Frontline communities are neighborhoods or populations of people who are directly affected by climate change and inequity in society at higher rates than people who have more power in society. They are “on the frontlines” of the problem. For example, people of color, people who have lower incomes, who have disabilities, who are children or elderly, who are LGBTQ, who identify as women, etc. have less advantages and access to resources in our society than other people. In the context of climate change, frontline communities’ health, income, and access to resources is less than people who have social privilege (people who are white, upper middle-class or upper-class, able-bodied, in middle age ranges, heterosexual, non-trans, etc.).

In other words, people who experience oppression because of race, income, gender, sexual orientation, disability, gender identity, age, etc. are more likely to have less resources and protections in our society in general and even less access to resources and protections not only to adapt to our changing climate but also to pass policies and legislation that are fair and culturally significant.



Disasters Risk and Environmental and Climate Injustice

In this toolkit we use the term “disaster” to describe a range of environmental and health threats, including “natural” or weather-related disasters like hurricanes or droughts and “human-caused” disasters like industrial accidents or chemical contaminations. While we focus primarily on environmental disasters in this toolkit, some of the principles and practices that we outline may also apply to other kinds of disaster events such as mass shootings or transportation accidents.

Disasters range in scale—from limited to a building or facility to affecting an entire city or region—and are categorized into levels depending on the severity, magnitude, or scale of their impact. An event is typically characterized as a disaster when it causes widespread disruptions to daily life from which a community, individual, or organization could not recover without outside assistance.

These kinds of threats are not randomly distributed. Communities of color and other frontline communities tend to live in the most at-risk environments and are more vulnerable to the negative impacts of these kinds of events due to a range of preexisting factors. In fact, disasters tend to devastate along the lines of existing inequalities. African American communities and other frontline communities have long experienced unequal protection from disasters and differential treatment, exclusion, and discrimination in emergency response. As disaster events increase in frequency and severity with climate change, frontline communities will continue to bear the brunt of the multiple impacts.

NAACP

GAME CHANGERS

- voting rights & political representation
- criminal justice
- economic justice
- education
- health
- youth organizing

The impacts of climate injustice cut across all of the sectors in which the NAACP is engaged, including each of the 6 NAACP Game Changers.

In addition to the list of ways that frontline communities experience climate injustice across the emergency management spectrum listed below, check out:

Intersections: Environmental & Climate Justice & the NAACP Game Changers



**DOWNLOAD
THIS RESOURCE**

Go to www.naacp.org and select “Environmental and Climate Justice” from the “Issues” tab. Scroll to the bottom and navigate to the “Resources” section.

Direct Link: <http://action.naacp.org/page/-/Climate/INTERSECTIONS--Environmental%20and%20Climate%20Justice%20and%20the%20NAACP%20Game%20Changers%20FINAL.pdf>.

Some of the ways frontline communities experience climate-related emergencies include:

- **Discriminatory/racist housing policies** have segregated and pushed many communities of color and low-income people to live in close proximity to dirty power plants, airports, waste sites and landfills, and otherwise “undesirable” property that is hit first and worst by natural disasters. For example, when a hurricane hits and flooding happens, these chemical plants and utility facilities experience explosions and other types of malfunctions that release chemicals and poison into the air, water, and soil in the neighborhoods around them. Because of decades of disinvestment, these neighborhoods also tend to have the most dated and least effective storm water and flood management infrastructure. So not only is flooding worst, but floodwaters are often contaminated with bacteria and toxins. The result, among cancer and other terminal diseases, is cognitive problems in children, which decreases their ability to grow, learn, and thrive into adulthood.
- One of the implications of housing segregation is that communities of color, lower income communities, and other **marginalized groups tend to be clustered in floodplains** where exposure to flood risk is elevated. Flood-prone areas populated by people of color and those with lower incomes also tend to receive fewer investments in flood mitigation infrastructure. Flooding causes greater property damage and deaths than tornadoes or hurricanes.

Check out this article by Natalie Delgadillo about how flooding impacts low income coastal communities, ***“The Realities of Sea-Level Rise in Miami’s Low-Income Communities.”*** To find the article, go to citylab.com and search the article title.

Direct Link:

www.citylab.com/environment/2016/10/sea-level-rise-is-affecting-miami-low-income-communities/505109/



- Houses in lower-income and **some communities of color are often not built with materials strong enough to withstand disaster impacts** and people cannot afford to upgrade their homes (for example, lift their house on stilts) to protect them from hurricanes, flooding, and other storms that result from climate change.

For more information on how the African American community is impacted by climate change, check out an op-ed written by the Senior Director of our Environmental and Climate Justice Program, Jacqueline Patterson, ***“Your Take: Climate Change is a Civil Rights Issue.”*** Find the article under the “resources” section of our Environmental and Climate Justice home page at naacp.org.

Direct Link: <http://www.theroot.com/your-take-climate-change-is-a-civil-rights-issue-1790879295>.

- Emergency planners often do not consider communities of color, low-income communities, nursing home facilities, people with disabilities, women, LGBTQ people, and incarcerated persons when they plan emergency transportation needs, evacuation routes, shelter needs, food and clean water access, utility shut-offs and reconnection processes, medical needs, etc. When they make plans, they do not organize educational programs that reach these communities as well as rural communities in disaster preparedness. Unfortunately, **groups that tend to be most severely impacted by disasters are also excluded from emergency planning processes.**
- Hurricanes and other extreme weather **events often leave areas without electricity, and lower income areas are usually the last to get power reconnected.** Living without electricity for extended periods exposes people to a range of risks, including sweltering heat without access to air conditioning or extreme cold without heat. People most affected by these types of events are typically lower income, elderly populations, and incarcerated individuals (disproportionally people of color) who are unable to evacuate or have limited mobility.

- **People who are undocumented and/or people whose first language is not English often do not receive the same resources** during natural disasters caused by climate change. Often, these individuals do not seek government resources for the fear being deported, which does happen in some cases, and because of prejudice and bias in emergency responders. There are not resources like pamphlets or community education programs created in their language or with their culturally specific needs in mind.
- **Women of color and youth are at higher risk for sexual assault** when placed in emergency shelters, emergency housing, or when they are forced to live with family members or partners who may be their abuser or perpetrator.



For more information on including sexual violence considerations in disaster planning, read ***Sexual Violence in Disasters: A Planning Guide for Prevention and Response***, by the National Sexual Violence Resource Center. Both a Spanish and English version are available online. Go to nsvrc.org and look in their “Publications” page.

Direct Link: www.nsvrc.org/publications/nsvrc-publications/sexual-violence-disasters-planning-guide-prevention-and-response

To learn more about how climate change impacts women of color, read this article written by the Senior Director of our Environmental and Climate Justice Program, Jacqueline Patterson, ***“Natural Disasters, Climate Change Uproot Women of Color (2).”*** Find the article under the “resources” section of our Environmental and Climate Justice home page.

Direct Link: truth-out.org/archive/component/k2/item/86799:natural-disasters-climate-change-uproot-women-of-color-2



- Many LGBTQ individuals of color and particularly transgender people of color are subject to discriminatory housing practices (that are legal in most states) that force them into lower priced and lower quality homes, and as mentioned previously, these homes are located closer to or next to dirty energy plants and other “undesirable” properties. LGBTQ youth in particular experience high rates of homelessness, making it more difficult to reach them during an emergency. Additionally, their needs, particularly those in the transgender community, are not considered when emergency planners consider shelter needs. In fact, **many shelters refuse to take in transgender or gender non-conforming people.**

Check out this article by the Association for Lesbian, Gay, Bisexual, and Transgender Issues in Counseling of Alabama about considerations for LGBTQ populations and disaster scenarios. Go to algbtical.org and navigate to the “Topics” section and select “Disasters and Emergencies” under “Community Topics.”

Direct Link: <https://www.algbtical.org/2A%20DISASTERS.htm>.

- Communities of color are vulnerable to displacement after disasters strike. Neighborhoods that have been long neglected and experienced disinvestment are often targeted for **redevelopment projects that are not for and push out previous residents**. The resulting population shifts often cause the size and demographic composition of Congressional districts to change. **This opens up the possibility for gerrymandering**, the practice of redrawing legislative district lines in order to advantage a particular political party or group, which threatens our democracy.



Emergency Management and Civil Rights

Emergency Management is a term used to describe the organization and management of resources and responsibilities for dealing with emergency scenarios. While emergency management is often defined narrowly as the immediate response and reactive management of a disaster, we recognize that a great deal of the impact of emergency situations can be lessened through prevention and preparation. Therefore, our definition of emergency management includes four phases: prevention and mitigation, preparedness and resilience building, response and relief, and recovery and redevelopment.

For more information on the relationship between disaster and displacement check out this article written by Brentin Mock for CityLab, “**Zoned for Displacement.**” Find the article at citylab.com in the “Equity” section.

Direct Link: www.citylab.com/equity/2017/09/climate-changes-in-inevitable-displacement-of-most-vulnerable/539232/.

The NAACP believes that equity in emergency management is a civil and human right that belongs to everyone. We believe and operate under the certainty that everyone has a right to fair and equitable treatment in times of emergency and the concerns and needs of all communities should be known and adequately addressed in emergency management practices.

As it is, not all communities experience equal treatment in emergency management. Even though communities of color are more likely to experience disasters, they tend to be less prepared and underrepresented in disaster response design and implementation. Thus, the systems and protocols established to address disasters often don't fully take cultures and circumstances of African Americans into account, resulting in response mechanisms that often fall short of meeting our needs.

Some examples of past disparities across the emergency management continuum include:

- In preparation for future disasters in New Orleans, strengthening of levees prioritized areas where the economic impact would be greatest without consideration of human impact, particularly in lower income areas.
- A lack of evacuation infrastructure in New Orleans resulted in loss of lives for those with mobility challenges—who were largely African American—during and after Hurricane Katrina.
- When Hurricane Harvey hit Houston, floodwaters in black and brown neighborhoods (with aging stormwater and flood management infrastructure) were contaminated with four times the level of bacteria and toxins that is considered safe by the EPA.
- One in three of the people risking their lives to fight California's wildfires are incarcerated persons, who are disproportionately people of color.
- After Hurricane Andrew, which struck Florida and Louisiana, African Americans and Latinos were more likely than whites to receive inadequate settlement amounts.
- The establishment of service centers in Katrina-stricken Gulfport, MS initially left out the needs of hard-hit lower income African American communities.
- After severe flooding in South Carolina, multiple lower income households had no option but to move back home without mold abatement.
- Landfills, hazardous waste sites, and other industrial facilities are most often located in communities of color. When a disaster event hits one of these neighborhoods, there is a heightened risk that these communities living there will be exposed to toxins.

As climate change causes extreme weather events like hurricanes to increase in severity and frequency, ensuring that emergency management systems and practices are equitable and serve the needs of all is a key priority of the NAACP Environmental and Climate Justice Agenda. The NAACP wants to ensure that emergency planning, response, relief, and recovery practices in all areas are just and equitable. The goal of this toolkit is to provide NAACP units and Environmental and Climate Justice Committees with tools and information to implement equitable emergency management practices in their areas.



The Environmental and Climate Justice Program has a representative in all seven NAACP regions. The NAACP's Environmental and Climate Justice (ECJ) Fellows are available to help with planning and campaign needs!

Contact ecjp@naacpnet.org for more information.



The Toolkit at a Glance

This toolkit is designed to guide NAACP units and their Environmental and Climate Justice (ECJ) Committees through the process of building equity into the four phases of emergency management: prevention and mitigation, preparedness and resilience building, response and relief, and recovery and redevelopment. The first module introduces big picture concepts on equity based emergency management and each of the following modules covers an individual emergency management phase. Each module can stand-alone and some communities might find that certain modules are more relevant to their community's needs than others. With that said, we recommend reviewing each of the modules in this toolkit to ensure that equity is built into each phase of the emergency management continuum.

MODULE 1

The Big Picture on Equity Based Emergency Management

In this module we outline the big picture for advancing equity based emergency management. We briefly outline our big picture vision for transforming our communities through a Just Transition before listing the core principles of equity in emergency management.

MODULE 2

Emergency Prevention and Mitigation

The goal of the emergency prevention and mitigation phase is to proactively and retroactively implement strategies to eliminate the risk of disaster and/or to reduce the likelihood or severity of its impacts. In this module we discuss how to conduct a risk assessment and develop a risk mitigation plan.

MODULE 3

Emergency Preparedness and Resilience Building

The purpose of the emergency preparedness and resilience building phase is to take actions to prepare for an emergency. During this phase, the community comes together to establish strategies and develop a plan for how the community will respond to disaster events. We go over how to conduct an equity based emergency management training, build social cohesion in the community, establish a community emergency response team, and the role of the NAACP in ensuring equity and inclusion in emergency response plans.

MODULE 4

Emergency Response and Relief

The third phase of emergency management, emergency response and relief, is where preparedness plans are put into action. During this stage, immediate actions are taken to provide essential emergency services such as shelter, search and rescue, medical care, etc. In this module, we discuss how to assess disaster assistance services, conduct a preliminary damage assessment, advocate for an emergency declaration, monitor response effectiveness, and submit a civil rights, consumer, or environmental complaint.

MODULE 5

Emergency Recovery and Redevelopment

Emergency recovery and redevelopment is the time period after the emergency where a community takes steps to recover from the impacts of a disaster. In this module, we discuss how to incorporate equity into the short and long-term recovery process, including conducting an immediate needs assessment, convening a community visioning process, establishing a community benefits agreement, and completing a racial equity impact assessment.

MODULE 6

Advocating for Equity in Emergency Management Policy

In this module we outline the steps that advocates can take to pass equitable emergency management policy. We outline key strategies and offer our policy recommendations for each stage of the emergency management continuum.

A note about language—this toolkit is specifically designed for NAACP units (branches, chapters, state conferences) and their Environmental and Climate Justice (ECJ) Committees so we use language throughout that applies to our organizational structure and processes.

However, the principles, practices, and policies are certainly transferable. So we are pleased to make this toolkit available for all!

We welcome those who are not a part of the NAACP to consider joining today! Locate the “Find a Local Unit” section listed on our website by visiting naacp.org/find-local-unit.

Equity in Emergency Management NAACP Unit Action Plan Template

To become a Disaster Equity Ready Unit, NAACP units will achieve the following:

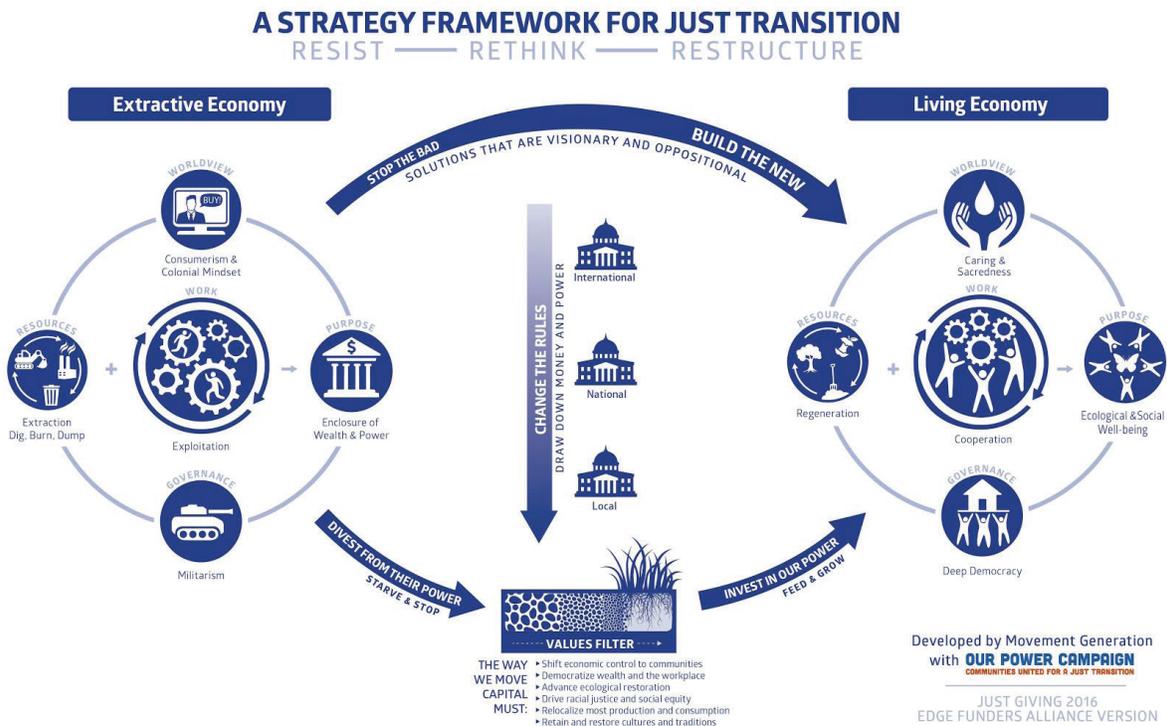
- Establish local partnership and conduct a community risk assessment
- Develop a community risk mitigation plan
- Conduct an equity based emergency management training or seminar
- Take steps to build social cohesion in the community
- Establish a Community Emergency Response Team (CERT)
- Become a member of State and Local Voluntary Organizations Active in Disaster (VOAD)
- Develop an inclusive emergency response plan
- Assess the availability and adequacy of disaster assistance services
- Conduct preliminary damage assessment
- Advocate for an emergency declaration, if needed
- Monitor response effectiveness
- Submit a civil rights, consumer, or environmental complaint, if needed
- Conduct an immediate needs assessment
- Convene a community visioning process
- Establish a community benefits agreement for redevelopment projects
- Complete a racial equity impact assessment for redevelopment plans
- Advocate for policy reform to create an equitable emergency management system

MODULE 1

The Big Picture on Equity Based Emergency Management

As we explained in the introduction, communities of color and other frontline communities tend to live in the most at-risk environments and are more vulnerable to the negative impacts of disaster events due to a range of preexisting factors including environmental racism, economic inequality, and a dysfunctional democracy. Disasters devastate along the lines of these preexisting inequalities. What this means is that we will not really be able to build resilient communities until we address these underlying and structural conditions that cause African American communities and other frontline communities to experience unequal protection from disasters and differential treatment, exclusion, and discrimination in emergency response.

The beloved community is a vision for our future where all people share equally in the wealth and bounty of the earth. In this liberatory vision, racism and discrimination are replaced by equity and resilience. To get there, we pursue transformative, systems-change solutions. What do we mean this? The root causes of the problems our communities face, like climate change, racism, and economic inequality are all deeply connected. Since the problems are connected, so are the solutions.



To move away from extraction and domination and towards a society built on regeneration and cooperation, we need a complete and systemic transformation. The transitions we must make to get there include:

1. Drilling and burning to power our communities, to harnessing the sun and the wind
2. Burying or burning our waste, to recovering, reusing, and recycling waste
3. Trucking and shipping our food, to locally produced food that is nutritious and accessible for all
4. Privatizing the essential resource of water, to acknowledging water as a human right and ensuring access to this precious resource for all
5. Displacing people from home and land, to upholding housing as a human right, protecting land from appropriation, and ensuring access to a place called home for all
6. Commoditizing people and labor, to upholding living wages and workers' rights for all
7. Surveilling, profiling, criminalizing, incarcerating, and/or militarization based on skin color and country of origin, to prioritizing restorative justice, rehabilitation where necessary, and peace
8. And tokenization, lip service, and superficial diversity, to true shifts in leadership, ownership, and power in decision making to frontline communities.

While our ultimate goal is to institute the changes needed to put us on the path toward achieving this transformative vision of the beloved community, we also recognize the urgency of the issues our communities face and the need to take action now. As climate change intensifies, so do the impacts on our communities. While we work toward the long-term systemic and societal shifts we need to transform our communities (such as deepening our transforming our economy, eliminating racism, hetero-patriarchy, etc.), there are some key actions we must take to make emergency management systems that directly impact our communities more equitable and just. The purpose of this toolkit is to introduce some of those key steps.

For a more detailed explanation of the strategic framework for a Just Transition, check out the Just Transition Zine created by the Movement Generation Justice and Ecology Project: From Banks and Tanks to Cooperation and Caring: A Strategic Framework for a Just Transition. Go movementgeneration.org and find the Zine linked from the home page.

Direct Link: http://movementgeneration.org/wp-content/uploads/2016/11/JT_booklet_English_SPREADs_web.pdf

Another great resource from our allies the Climate Justice Alliance: Climate Justice Alliance Just Transition Principles. Go to ourpowercampaign.org and select "About" and then "Visions and Principles."

Direct Link: https://drive.google.com/open?id=0BxqkHpiiFq_eWk9QR1JwNFRDSndzZEVwRmtWZkZFcXdWWTBn



Core Principles of Equity in Emergency Management

The NAACP plays a unique and essential role in the implementation and administration of emergency management in disaster situations. As a national advocate for the civil and human rights of communities around the world, the NAACP aims to ensure that emergency prevention, preparation, response, and recovery efforts are conducted in a just and equitable manner. The following core principles should be incorporated into every phase of the emergency management continuum:

- Ensure that principles of equity, justice, inclusion, transparency, and accountability govern all aspects of emergency management.
- Measures must be taken to ensure that human rights and civil protections are safeguarded and prioritized during times of disaster, including using international human rights law to shape policy on the federal, state, and local levels.
- People have a right to the resources required to create productive, dignified, and ecologically sustainable livelihoods. Emergency management should uphold peoples' rights to land, clean water, food, and other resources needed to survive and live well.
- All phases of the emergency management must be built on principles of deep democracy, participatory decision-making, and self-governance.
- Measures to mitigate and prevent emergencies and disasters must be prioritized even while all other phases of the emergency management continuum are taken seriously and adequately funded.
- Climate justice demands doing everything possible to prevent climate disasters from happening. This includes incorporating climate change projections into risk assessment and mitigation.
- Emergency management practices should embody a spirit of care, cooperation, and collectivism among peoples and communities. This is embodied by practices such as knowledge and resource sharing and mutual aid.
- Community leadership should inform every aspect of the emergency management continuum, including community-designed planning, response, and recovery.

MODULE 2

Emergency Prevention and Mitigation

The emergency prevention and mitigation phase, more than any other phase, transcends all stages of the emergency management continuum. During this phase, the goal is to proactively and retroactively implement strategies to eliminate the risk of disaster and/or to reduce the likelihood or severity of its impacts. Prevention activities and strategies can be as diverse as the disaster that they attempt to prevent. Despite the category of disaster, if properly executed this phase can lessen or even negate the need for the remainder of the emergency continuum. In many cases, mitigation activities occur in the recovery stage of a major disaster. Some examples of prevention and mitigation activities include:

- Dams and levees that help prevent flooding
- Rebuilding or renovating structures with more resilient materials
- Flood mapping to identify low lying areas and relocating structures located in floodplains and flood prone areas
- Zoning rules that restrict construction in floodplains
- Etc.

Equity in Emergency Prevention and Mitigation

Communities of color and other frontline communities are more likely to live in hazard-exposed areas and have fewer resources to invest in risk-reducing measures. These and other factors impact some individuals and groups' ability to respond to disaster events. After decades of disinvestment and racist budgeting practices, neighborhoods of color are more likely than white neighborhoods to have broken, outdated, or altogether nonexistent infrastructure. This means, for example, that these neighborhoods are less likely to have flood-preventative measures in place like drainage ditches, levees, and flood channels.

This is the ongoing cycle of disaster vulnerability—those with less wealth face greater risks and also experience greater impact, further draining their wealth. But risk is not just about money. Even middle-class communities of color face elevated environmental risks. To have equity in emergency prevention and mitigation, all communities and neighborhoods must be valued equally in instituting risk prevention and mitigation measures.

Key Action Steps

In this module we outline the key steps that NAACP units and other community-based organizations can take to advance equity in emergency prevention and mitigation:

- Conduct a community risk assessment
- Develop a risk mitigation plan

Conducting a Risk Assessment

The first step in emergency prevention and mitigation is to conduct a community risk assessment. A risk assessment is a series of steps used to identify potential hazards in an area and determine what could happen (or the impact) if those hazards occur. The risk assessment provides the foundation for the rest of the prevention and mitigation planning process. With that said, risk assessments can also be used across the emergency management continuum, like to establish preparedness and response priorities.

While conducting a risk assessment can seem like an overwhelming task, there are loads of resources to support community groups through the process. In addition to the instructions we outline in this section, refer to the “Resources” section at the end of this module for additional tools and templates that can be used as guides for conducting a risk assessment. In addition to the various resources available online, keep in mind that NAACP units don’t have to conduct a community risk assessment alone! NAACP units can call upon a range of groups for assistance. Besides other community-based groups who might be interested in partnering in conducting a risk assessment, NAACP units can reach out to:

1. State and local emergency management offices.

Each state has a statewide emergency management agency and most cities/towns have a local office. Emergency management offices on the state and local level will not only be able to provide data/information that will be useful to completing a risk assessment, but will also support the process.

2. Local community college or university.

A local community college or university may be interested in partnering on completing a risk assessment. Oftentimes students are looking for research or internship projects and may be able to receive credit for helping complete a community risk assessment.

3. Citizen science project.

Another good way to get the broader community involved in the risk assessment is to turn it into a citizen science project. Citizen science is projects in which community members volunteer to gather data on a specific subject. This is a great way to engage the community in the risk assessment process while also receiving extra support in gathering information to complete the risk assessment.

NAACP branches should also be sure to join the local VOAD chapter. We go into more detail on this in the next module.

COMMUNITY-ASSETS: The people, structures, facilities, and systems that have value to the community.

HUMAN-CAUSED HAZARD: A threat from human-caused events that has the potential to have negative effects on humans or the environment. Human-caused events also happen as a result of natural hazards. Human-caused hazards (and resulting disasters) include dam failure, structural failure or collapse, nuclear reactor accident, etc.

IMPACT: The consequences or effects of a hazard on the community and its assets.

NATURAL HAZARD: A threat from naturally occurring events that has the potential to have negative effects on humans or the environment. Natural hazards (and resulting disasters) include earthquakes, landslides, hurricanes, etc.

RISK: The potential for damage, loss, or other impacts created by the interaction of hazards with community assets.

VULNERABILITY: Characteristics of community assets that make them susceptible to damage from a given hazard event.

Although each community is different, there are always numerous hazards to consider. And, for each of those hazards there are many possible scenarios that could unfold depending on the timing, magnitude (or size), and location of the hazard. The exposure to people, property, and other community assets to natural hazards can result in a disaster depending on the impacts. Impacts are the consequences or effects of the hazards on the community.

Identify Relevant Hazards

The first step of a risk assessment is to identify the potential hazards for an area. This includes natural and human-caused hazards. We list example hazard events in Table 1.

Table 1: Types of Hazard Events

NATURAL HAZARDS	HUMAN-CAUSED HAZARDS
<ul style="list-style-type: none">• Flooding• Windstorm/Tornado• Winter Storm (Snow/Ice)Electrical Blackout• Water Supply Failure• Earthquake• Tsunami• Landslide/Mudslide• Drought• Wildfire	<ul style="list-style-type: none">• Dam/Levee Failure• Structural Failure/Collapse• Fire• Explosion (Chemical, Gas, etc.)• Electrical Blackout• Water Supply Failure• Hazardous Material Spill/Release• Natural Gas Leak• Workplace Accident• Nuclear Power Plant Incident• Transportation Accidents• Etc

Each community has considerable knowledge about the types of hazards that have impacted their area in the past or that they might be vulnerable to in the future. In addition to relying on local knowledge, here are some additional sources that can be used to identify an area's relevant hazards:

- Local or regional National Weather Service offices
- Local and state hazard mitigation offices
- Federal Emergency Management Agency (FEMA) Regional Offices
- Local state/fire, police, emergency medical services and health departments
- Colleges/universities and other research institutions
- Online resources:

National Oceanic and Atmospheric Administration (NOAA) Areal Locations of Hazardous Atmospheres (Aloha)

Based on your information about a chemical release, ALOHA's source strength models estimate how quickly the chemical will escape from a tank, puddle, or gas pipeline and form a hazardous gas cloud—and also how that release rate may change over time.

To access go to <https://response.restoration.noaa.gov/aloha>

FloodzoneData.us

FloodzoneData.us presents data describing the housing and population location in 100- and 500-year U.S. floodplains. This resource includes an interactive map and downloadable data tables at the national, state, county, and Census tract levels.

To use the interactive map, go to www.floodzonedata.us

FEMA Hazus Tool

Hazus is a nationally applicable standardized earthquake, wind, flood methodology that contains models for estimating potential losses from earthquakes, floods, and hurricanes.

To access go to www.fema.gov/hazus

FEMA Hurrevac

HURREVAC is the decision support tool of the National Hurricane Program, administered by FEMA, the USACE, and the NOAA National Hurricane Center.

To access go to www.hurrevac.com/

National Weather Service Sea, Lake and Overland Surges from Hurricanes (SLOSH)

SLOSH model is a computerized numerical model developed by the National Weather Service (NWS) to estimate storm surge heights resulting from historical, hypothetical, or predicted hurricanes by taking into account the atmospheric pressure, size, forward speed, and track data. These parameters are used to create a model of the wind field which drives the storm surge.

To access go to www.nhc.noaa.gov/surge/slosh.php

National Integrated Drought Information System

The National Integrated Drought Information System webpage features several resources to gather data related to drought in the community.

To access go to www.drought.gov

Climate Central Website

Climate Central reports climate trends and impacts, from state level temperature trends, to wildfires, heat waves, drought, precipitation, and more. The Climate Central website also provides information about changes in extreme weather events, state by state risk analyses, and sea level rise projections for specific communities and locations.

To access visit: climatecentral.org (navigate to “What We Do” then select “Our Programs” then select “Climate Science”) or go to www.climatecentral.org/what-we-do/our-programs/climate-science

Surging Seas: Risk Zone Map

One of Climate Central’s tools that is particularly useful for coastal communities is the Surging Seas: Risk Zone map. This map tool shows areas vulnerable to near-term flooding from different combinations of sea level rise, storm surge, tides, tsunamis, or to permanent submersion by long-term sea level rise

To use this resource, go to <http://sealevel.climatecentral.org/>

Describe Hazards

For each hazard that could impact an area, a risk assessment should include a description of the location, extent, previous occurrences, and probability of future events. Descriptions of each of these components are listed in Table 2.

Table 2: Hazard Descriptions

LOCATION
<ul style="list-style-type: none">The geographic areas (within the planning area) that are affected by the hazard areas. Be as descriptive as possible. Maps can be a good way to illustrate location for many hazards.
EXTENT
<ul style="list-style-type: none">Extent is the strength, or magnitude, of the hazard. Extent can be described in a combination of ways depending on the hazards.
PREVIOUS OCCURRENCES
<ul style="list-style-type: none">Include the history of previous hazard events for each hazard. This information helps estimate the likelihood of future events and predict potential impacts. For hazards with a significant history of past occurrences, it may be helpful to compile past events in their own table by hazard.
PROBABILITY OF FUTURE EVENTS
<ul style="list-style-type: none">Probability is the likelihood of the hazard occurring in the future and can be described in a variety of ways, including historical frequencies. However, with a changing climate historical data may not be sufficient.



GENERAL WARNING

Hazard Magnitude Scales

- Enhanced Fujita Scale (tornado)**
www.spc.noaa.gov/efscale/
- Saffir-Simpson Hurricane Wind Scale (hurricane)**
www.nhc.noaa.gov/aboutsshws.php
- Richter Scale (earthquake)**
<https://earthquake.usgs.gov/learn/topics/measure.php>
- Modified Mercalli Intensity Scale (earthquake)**
https://earthquake.usgs.gov/learn/topics/mag_vs_int.php
- Beaufort Wind Force Scale (tornado)**
www.spc.noaa.gov/faq/tornado/beaufort.html

Identify Community Assets

The next step of the risk assessment is to identify community assets that are at risk to the hazards identified in the previous steps. Assets are anything that is important to the character and function of a community. They can be described in four broad categories:

- People
- Natural environment
- Built environment
- Economy

Although all assets may be affected by a hazard, some are often more vulnerable than others. The purpose of an asset inventory is to identify specific vulnerable assets in a community. We discuss the four asset areas in more detail in Table 3 below.

TABLE 3: Asset Inventory

PEOPLE
<ul style="list-style-type: none">• People are the most important community asset. The risk assessment can identify areas of greater population density as well as populations that may have unique vulnerabilities or a limited ability to respond or recover during a disaster. Identify populationv
NATURAL ENVIRONMENT
<ul style="list-style-type: none">• Environmental assets and natural resources are important to quality of life, the economy, and provide protective functionvs that reduce hazard impacts and increase resiliency. Identify the most valuable areas that can provide protective functions that reduce the magnitudes of hazard events. Identify critical habitat areas and other environmental features that are important to protect
BUILT ENVIRONMENT
<ul style="list-style-type: none">• Existing structures: certain buildings or concentrations of building may be more vulnerable due to location, age, construction type, condition or use.• Infrastructure: systems that are crucial for life safety such as power, water, communications, etc.• Critical facilities: structures and institutions that are necessary for a community’s response to and recovery from emergencies.• Cultural resources: cultural and historic assets that are unique or irreplaceable.
ECONOMY
<ul style="list-style-type: none">• Economic resiliency drives community recovery after a disaster. Each community has specific economic drivers that are important to understand when planning to reduce the impacts of hazards. Identify major employers, primary economic sectors, commercial sectors, etc.



A common problem with risk assessment is that they prioritize financial assets or economic impact over human life and well-being. To be equitable, risk assessments must value the safety and well-being of all neighborhoods and people.

Analyze Risk

The next step in the risk assessment is to analyze the risks associated with each hazard. To do this, analyze vulnerable assets, describe potential impacts, and estimate losses for each hazard. There are many different methods for analyzing risk, including:

- **Exposure analysis:** identifying the existing and future assets located in identified hazard areas, often using maps for visualizations. When conducting this analysis, take into account how risks might differ depending on the magnitude (size/scale) of the hazard.
- **Historical analysis:** using information on impacts and losses from previous hazard events to predict potential impacts and losses during a similar event in the future. This is especially useful for weather-related hazards.
- **Scenario analysis:** predicting the impacts of a particular event (posing a “what if” question). This method is especially useful for hazards that are low in frequency and high in consequence, for which there is limited historical information available.
- A **combination** of these methods

TABLE 4: Analyze Risk- Impact on Community Assets

HAZARD SCENARIO
<ul style="list-style-type: none">• Complete a separate risk analysis for each relevant hazard.
PEOPLE
<ul style="list-style-type: none">• Describe potential impacts to people, including groups that are particularly vulnerable to the given hazard scenario.
NATURAL ENVIRONMENT
<ul style="list-style-type: none">• Describe potential impacts to the natural environment, noting specific areas or natural features that are particularly vulnerable to the given hazard scenario.
BUILT ENVIRONMENT
<ul style="list-style-type: none">• Describe the potential impacts to the built environment, noting key infrastructure or buildings that would be impacted.
ECONOMY
<ul style="list-style-type: none">• Describe the potential impacts to the economy, and include a description of how the community would be impacted as a result.

Summarize Vulnerability

The final step of the risk assessment is to summarize the information gathered in the previous steps so that the community can understand the most significant risks and vulnerabilities. One recommended way to do this is to develop problem statements that describe an overall summary of each hazard and its impact on the community. In addition to a summary of impacts, each statement should specifically note the impacts on vulnerable populations.

Developing a Risk Mitigation Plan

Hazard or risk mitigation is the actions taken to help reduce or eliminate risks caused by hazards or disasters in an area. Risk mitigation plans are like a long-term blueprint for reducing the potential losses identified in the risk assessment. To be equitable, risk mitigation plans must address the disproportionate share of risks shouldered by low-income, communities of color, and other marginalized groups.

A risk mitigation plan should be made up of three main components: mitigation goals, mitigation actions, and an action plan for implementing the actions. Just like the process of conducting a risk assessment, NAACP units may want to partner with other groups in the community to complete the risk mitigation plan. Oftentimes the risk mitigation plan serves as an extension of, or part two, or the risk assessment.

Mitigation Goals

Mitigation goals are the general guidelines that explain what outcomes the community wants to achieve by implementing the risk mitigation plan. These are usually broad, long-term statements that express visions for reducing or avoiding impacts from the hazards identified in the risk assessment. Mitigation goals should be consistent with the hazards identified in the risk assessment. Mitigation Actions

Mitigation actions are the specific actions, projects, or activities that will be taken to reduce or eliminate long-term risk to people and property from hazards and their impacts. Implementing mitigation actions helps achieve mitigation goals. There are several types of mitigation actions. In many cases, there are several or a combination of mitigation actions that can be used to meet the mitigation goal. We outline the primary types of mitigation action in Table 5.

Table 5: Types of Mitigation Actions

MITIGATION ACTION TYPE	DESCRIPTION	EXAMPLES
<p>Local Plans and Regulations</p>	<p>These actions include government authorities, policies, or codes that influence the way land and buildings are developed and built.</p>	<ul style="list-style-type: none"> • Land use ordinances • Building codes and enforcement • Open space preservation • Stormwater management regulations
<p>Structure and Infrastructure Projects</p>	<p>These action involve modifying existing structures and infrastructure to protect them from a hazard or remove them from a hazard area.</p>	<ul style="list-style-type: none"> • Floodwalls and retaining walls • Structure retrofits • Utility undergrounding • Acquisitions and elevations of structures in floor prone areas.
<p>Natural Systems Protection</p>	<p>These are actions that minimize damage and losses and also preserve or restore the functions of natural systems.</p>	<ul style="list-style-type: none"> • Sediment erosion control • Wetland restoration and preservation • Stream corridor restoration • Forest management
<p>Education and Awareness Programs</p>	<p>These are actions to inform and educate citizens, elected officials, and property owners about hazards and potential ways to mitigate them.</p>	<ul style="list-style-type: none"> • Radio/television spots • Presentations to neighborhood organizations • Mailings to residents in hazard-prone areas • Participation in national programs.

Mitigation Action Plan

Risk mitigation plans will only benefit the community if they are implemented effectively. The last step of developing a risk mitigation plan is to outline an action plan for implementation. This plan should include details about how the mitigation actions will be prioritized, implemented, and administered. Oftentimes a good way to implement the mitigation plan is to incorporate the mitigation actions into existing community objectives or mechanisms. Use Table 6 as a guide for the type of information that should be detailed in a mitigation action plan.

TABLE 6: Mitigation Action Plan

MITIGATION ACTION
<ul style="list-style-type: none">List each mitigation action individually.
RESPONSIBLE AGENCY
<ul style="list-style-type: none">Determine which department, agency, or other group in the jurisdiction is most appropriate to lead each action. Provide as much detail as possible.
POTENTIAL RESOURCES
<ul style="list-style-type: none">Resources include funding, technical assistance, and materials. Identify potential resources and cost estimations and funding sources if applicable.
TIMEFRAME
<ul style="list-style-type: none">Develop a timeframe for implementing each mitigation action. Use as much detail as possible

The processes for developing a Risk Assessment and Risk Mitigation Plan have been adapted from the FEMA Local Mitigation Handbook. This tool is listed in the Resources section below.

Policy advocacy is an important tool that NAACP branches can use to mitigate risks. This includes changing regulations and the ways that public funds are allocated. For more information on policy advocacy for equity in emergency management, check out **Module 6: Advocating for Equity in Emergency Management Policy**.

Resources

FEMA Risk Assessment Tool

Go to www.ready.gov/risk-assessment and select “Risk Assessment Tool” at the bottom of the page
Or go directly to www.fema.gov/media-library/assets/documents/89542

“Conducting an Ecological Risk Assessment” by EPA

Go to www.epa.gov/risk and select “Conducting an Ecological Risk Assessment”
Or go directly to www.epa.gov/risk/conducting-ecological-risk-assessment

“Superfund Risk Assessment” by EPA

Go to www.epa.gov/risk and select “Superfund Risk Assessment.”
Or go directly to www.epa.gov/risk/superfund-risk-assessment

Hazus Tool FEMA risk analysis tool

Go to www.fema.gov/hazus

FEMA Local Mitigation Handbook

Go to www.fema.gov and search for the resource title in the search bar. Or go directly to
www.fema.gov/media-library-data/20130726-1910-25045-9160/fema_local_mitigation_handbook.pdf

Hazard Mitigation: Integrating Best Practices into Planning

Go to www.fema.gov and search for the resource title in the search bar. Or go directly to
www.fema.gov/media-library-data/20130726-1739-25045-4373/pas_560_final.pdf

National Disaster Risk Assessment by United Nations Office for Disaster Risk Reduction

Go to www.preventionweb.net/publications/view/52828 and navigate through the table of contents or view the full document at www.preventionweb.net/files/52828_nationaldisasterriskassessmentwiagu.pdf

MODULE 3

Emergency Preparedness and Resilience Building

Like the prevention and mitigation phase, the emergency preparedness and resilience building phase takes place before an emergency occurs. Whereas the previous phase is about taking steps to reduce or eliminate the risk of a disaster, the purpose of this phase is to prepare the community to handle an emergency. In this phase, the community comes together to establish strategies and develop a plan for how the community will respond to disaster events. Preparedness and resilience building activities include:

Training

- Planning
- Practicing
- Procuring resources such as food, water, medication, etc.
- Etc.

Equity in Emergency Preparedness and Resilience Building

We know that climate is real, it is happening now, and its impacts are already reaching our communities in a variety of ways including through extreme weather and other disaster events. The preparation phase of emergency management is one of the most important for reducing the effects of future emergency events. Equity in emergency preparedness and resilience building means that plans to minimize the potential effects of disaster situations account for and include all members of the community. To do this, we must establish diverse planning tables and inclusive plans that include the needs of all people, accommodate the differential pre-existing vulnerabilities of various groups, and build on community assets. NAACP members can play a critical role in shaping conversations around emergency planning in their communities.

Key Action Steps

In this module we outline the key steps that NAACP units and other community-based organizations can take to advance equity in emergency preparedness and resilience building:

- Conduct an equity based emergency management training or seminar
- Build social cohesion
- Establish a Community Emergency Response Team (CERT)
- Become a member of Voluntary Organizations Active in Disaster (VOAD)
- Develop an inclusive emergency response plan

Conducting an Equity Based Emergency Management Training or Seminar

One of the first steps an NAACP unit can take to begin organizing around equity in emergency management is to conduct an equity based emergency management training or seminar. This is a good way to help build community preparedness while also generating interest in building equity into emergency management practices.

What to Cover at the Training

Trainings can be general in scope or focus on a specific hazard event or component of emergency response. When conducting an initial community training, it’s a good idea to keep the subject matter somewhat general and introductory. The training should be specifically designed for the community it takes place in. With that said, see Table 1 for suggestions on training facilitators and content.

Table 1: Emergency Management Training

SUBJECT AREA	POTENTIAL FACILITATORS	POTENTIAL TRAINING CONTENT
<p>Emergency Management 101</p>	<ul style="list-style-type: none"> • Staff from state/local emergency management agency • Regional FEMA contact • ECJ Committee member 	<ul style="list-style-type: none"> • An introduction to the four phases of the emergency management continuum • An overview of the different kinds of natural and human-caused hazards that can cause disaster/emergency scenarios, with a focus on hazards relevant to the area • An explanation of how these risks differently impact African American communities and other frontline communities, etc.
<p>Individual and Family Preparedness</p>	<ul style="list-style-type: none"> • Staff from state/local emergency management agency • Regional FEMA contact • ECJ Committee member 	<ul style="list-style-type: none"> • Provide an overview of what to do to when an emergency occurs and discuss what it means to be prepared for a disaster • Go over how to make/obtain a disaster kit • How to develop a household emergency plan • Introduce community evacuation plans/routes • Discuss what it means to shelter in place

SUBJECT AREA	POTENTIAL FACILITATORS	POTENTIAL TRAINING CONTENT
<p>Introduction to the State/Local Emergency Management Agencies</p>	<ul style="list-style-type: none"> • Staff from state/local emergency management agency 	<ul style="list-style-type: none"> • What are the emergency management agencies in the area and what are their roles? • What kinds of local resources exist? • How to engage with these agencies • What kinds of community programs/training these agencies have available to the public
<p>Justice and Equity in Emergency Management</p>	<ul style="list-style-type: none"> • NAACP State or Unit President • ECJ Committee Chair or ECJ Member 	<ul style="list-style-type: none"> • Discussion of differential impacts for African Americans and other frontline communities in emergency scenarios. • Discussion of vulnerabilities in the community, who is able to respond, and who has the ability to recover in a community. • Discussion of how to account for vulnerabilities and differential impact through the emergency management continuum.
<p>The Role of the NAACP in Emergency Management</p>	<ul style="list-style-type: none"> • NAACP State or Unit President • ECJ Committee Chair or ECJ Member 	<ul style="list-style-type: none"> • What is the NAACP doing related to emergency management (on the national scale, state scale, local scale). • What organizations is the NAACP working in partnership with on emergency management? • What is the branch's role in upholding civil and human rights in emergency management?

Consult the resources section for tools that are helpful for conducting equity based emergency management training or seminar. A sample Emergency Management Seminar/Training agenda is located in Appendix D

Remember that the Environmental and Climate Justice Program has a representative in all seven NAACP regions. The NAACP's Environmental and Climate Justice (ECJ) Fellows are available to help plan and execute emergency management trainings. Units can reach out to their regional ECJ Fellow to access the PowerPoint slides for the NAACP Training on Justice and Equity in Emergency Management. Contact ecjp@naacpnet.org for more information.

Building Social Cohesion

A key aspect of community resilience is social cohesion. There are many definitions of social (or community) cohesion; we like this definition from The Organisation for Economic Co-operation and Development:

A cohesive society works towards the well-being of all its members, fights exclusion and marginalisation, creates a sense of belonging, promotes trust, and offers its members the opportunity of upward social mobility.

Put simply, a spirit of cooperation defines socially cohesive communities. What does this have to do with emergency management? To have a community that works well together in times of crises, there must be strong relationships, trust, and a spirit of cooperation, unity, and mutuality to mitigate the shocks of a disaster. In fact, a poll conducted by the Associated Press-NORC Center for Public Affairs Research confirmed that communities that lack social cohesion and trust tend to have a more difficult time recovering from disasters. Therefore, an important (and often overlooked) aspect of emergency preparedness and community resilience is building social cohesion.

In August 2016 record breaking flooding occurred in Baton Rouge, Louisiana after over two feet of rain fell over a 72-hour period. The devastation that ensued was significant—the floods were considered the worst natural disaster in the United States since Superstorm Sandy. The floods came the month following the police killing of Alton Sterling and the retaliatory killing of police officers in Baton Rouge. The lack of social cohesion and extreme racial tension in the community significantly negatively impacted flood recovery efforts.



There are lots of different ways of thinking about social cohesion and likewise various approaches that can be taken to build cohesion in a community. Because every community is different, the process for building social cohesion will look a little bit different depending on the specific community context. With this in mind, efforts to build social cohesion should:

- Explicitly linked with reducing inequities in the community
- Consider and respond to local contextual factors and have a sense of local specificity
- Connect to a broader “systems-change” mentality

While processes for building social cohesion should be place-specific, there are several useful and relevant resources available to community groups. Check out these resources for more information about the methods that can be used to build social cohesion:

- ***The Ties that Bind: Building Social Cohesion in Divided Communities***

by Catholic Relief Services

To download the resource go to www.crs.org and search for the resource title in the search bar. Or go directly to www.crs.org/sites/default/files/tools-research/crs_ties_rev-08-03-2017_web.pdf.

- ***Building Social Cohesion in our Communities***

by Australian Human Rights Commission

To download the resource go to www.humanrights.gov.au and search the resource title in the search bar. Or go directly to www.humanrights.gov.au/sites/default/files/document/publication/WEB_Building_social_cohesion_A4_brochure.pdf.

- ***Women, Faith and Social Cohesion: Models for Building Cohesive Communities***

by Joseph Rowntree Foundation

To download the resource go to www.jrf.org.uk and search “Women, Faith and Social Cohesion” in the search bar. Or go directly to www.jrf.org.uk/report/women-faith-and-social-cohesion.

It is important to understand that building social cohesion is not only achieved by strengthening interpersonal relationships among community members. As noted by The Center for American Progress, a community “may lack social cohesion because they do not have the communication, funding, or organizational tools needed to foster cooperative networks in a community.” Historic inequities in a community also impact a community’s social cohesion. Policymakers play an important role in building social cohesion by establishing policies that help correct systemic inequities in a community. Go to Module 6: Advocating for Equity in Emergency Management Policy for more information about NAACP policy recommendations.

Establishing a Community Emergency Response Team

The Federal Emergency Management Agency (FEMA) has a program that trains people to be prepared for the types of disasters that their community may face, called The Community Emergency Response Teams Program or CERT. The purpose of this program is to enhance volunteer community leaders' capacity to prepare for, respond to, and recover from disasters. People who go through the CERT training, or CERT members, can assist others in their neighborhood, workplace, etc. following an event when professional responders are not immediately available to help. The CERT Program helps communities to be more self-sufficient and organize more effectively in emergency response.

CERT offers a consistent nationwide approach, strengthening and streamlining collaborations between community members and emergency responders. At the same time, the CERT program is designed as a grassroots initiative, so state and local program managers have the flexibility to form the program in the way that best suits their specific communities.



NAACP Florida Area State Conference President Adora Obi Nweze partnered with FEMA to train 57 representatives from 25 Florida NAACP branches to be Community Emergency Response Team (CERT) members! Check out President Adora Obi Nweze's call-to-action to other NAACP presidents to top her success in getting NAACP units certified through the FEMA Community Emergency Response Team program by visiting www.naacp.org/climate-justice-resources/community-emergency-response-team-campaign/.

What the Training Covers

The CERT Basic Course is delivered to a community by a trained team of first responders who have completed a CERT Train-the-Trainer course (usually through their state training office for emergency management). The training covers:

- Disaster Preparedness
- Fire Suppression
- Medical Operations
- Light Search and Rescue Operations
- Psychology and Team Organization
- Disaster Simulation

The training is often broken up into two to four hour blocks over a series of evening or weekends, but the organization and timing of training and meeting varies from program to program.

Some of the CERT basic training materials and videos are available for viewing online. To get a sampling of the training and to view these resources, visit www.ready.gov/community-emergency-response-team and navigate to “Training Materials” and “Video Materials.”

Who Can Participate

The CERT groups can be formed in communities, at businesses or workplaces, by church groups or community organizations, and in schools—the training can be especially designed for teens or students. NAACP units can work with FEMA to establish CERT teams in their communities, particularly in areas with limited access to emergency services.

Where to Learn More

CERT Trainings are often offered by local fire departments, emergency management offices, citizen corps, etc. Interested NAACP units can contact their state or local emergency management agency to learn if groups in their local area already offer CERT Trainings.

To read more about the program, download additional resources, and learn how to get involved, go to www.ready.gov/community-emergency-response-team.

Becoming a Member of Voluntary Organizations Active in Disaster

Another important way that NAACP units can advance equity in emergency management is by joining Voluntary Organizations Active in Disaster (VOAD). VOAD, which exists on the national, state, and local level, is an association of organizations whose mission is to:

1. Mitigate and alleviate the impact of disasters;
2. Provides a forum promoting cooperation, communication, coordination, and collaboration; and
3. Fosters more effective delivery of services to communities affected by disaster.

By joining VOAD, NAACP units are able to connect with other organizations in their area that are active in emergency management. VOAD members are able to access communication tools and other resources and services to collaborate with other member organizations on disaster relief. NAACP units can identify their state VOAD by visiting www.nvoad.org and selecting “VOAD Members.” Navigate to State/Territory Members page to find the contact information and webpage for each state VOAD. Once connected with the appropriate state VOAD, NAACP units can also locate local/regional VOADs. For more information, contact info@nvoad.org.

Developing an Inclusive Emergency Response Plan

Emergency response plans, also referred to as disaster plans or disaster preparedness plans, are all about planning ahead for an emergency. These plans outline the steps that will be taken should an emergency take place. Emergency response plans exist for smaller entities, like an individual household, a neighborhood, or workplace, and for larger jurisdictions like a city, region, or state.

Ensuring an Inclusive Planning Process

Unfortunately, the very communities that tend to be most heavily impacted by disaster events are often inadequately incorporated into emergency response plans. Communities of color, lower income communities, and other frontline communities not only need specific emergency plans for their neighborhoods, but also need to be included in city and state preparedness plans. In order to ensure that their needs are met, residents of these communities must be directly involved in shaping plans.

Community-based organizations like state and local NAACP units are well positioned to help facilitate the inclusion and meaningful participation of their constituencies in the planning process. By building relationship with the government agencies that lead emergency planning processes, NAACP units can advise these entities on methods for including NAACP members in the planning process and help identify participants. Besides improving emergency response plans, cultivating these relationship during the preparedness phase helps build trust and effective modes of communications that can utilized during emergency response and recovery phases.

Considering the Community’s Pre-Existing Vulnerabilities and Assets

One of the roles that the NAACP can contribute to the response planning process is providing guidance on equity measures. There are social, cultural, economic, and political factors that combine to make individuals and groups more vulnerable to the impacts of disaster events. At the same time there are also factors that are assets during times of disaster. An important component of the inclusive disaster planning is to consider the specific pre-existing vulnerabilities and assets in the community. In Table 2 we outline some of the factors to consider when developing disaster plans. This is not an inclusive list, but it can serve as a guide to localities seeking to integrate an equity lens into disaster plans.

Table 2: Pre-existing Vulnerabilities and Assets

CATEGORY	VULNERABILITY AND ASSET CONSIDERATIONS
<p>Demographics</p>	<ul style="list-style-type: none"> • Age • Gender • Race/ethnicity/indigeneity • Income/wealth • Employment • Education • Literacy • Disability • English as a second language • Immigration status • Sexual orientation • Religion • Houselessness • Persons with criminal records
<p>Housing Security</p>	<ul style="list-style-type: none"> • Quality of housing stock (mobile homes, housing age, etc.) • Homeowners • Homeowners with homeowners insurance • Renters • Renters with renters' insurance • Homes in floodplains • Homes with flood-proofing • Homeowners with flood clause in homeowners insurance • Availability and access to vouchers for flood insurance assistance • Number, location, and populations of prisons • Domestic violence shelters • Shelters for LGBTQ youth and adults
<p>Food Security</p>	<ul style="list-style-type: none"> • Households with grocery store within a five mile radius • Farmers' markets/community markets per capita • Households identifies as food insecure
<p>Mobility</p>	<ul style="list-style-type: none"> • Homes with vehicles • Public transportation availability and access • Evacuation routes

CATEGORY	VULNERABILITY AND ASSET CONSIDERATIONS
<p>Health Status/ System/Services</p>	<ul style="list-style-type: none"> • Individuals with health insurance coverage • Persons with pre-existing health conditions • Persons with substance abuse • Mental health services • Substance abuse services • Domestic violence hotline • Household distance to nearest hospital • Doctors per capita Nurses per capita
<p>Environmental Hazards</p>	<ul style="list-style-type: none"> • Air quality • Homes within a 10 mile radius of a nuclear reactor • Homes within a 10 mile radius of a chemical plant • Home within a 10 mile radius of other hazardous facility, including brownfields • Proximity of schools to brownfields/toxic sites • Adequate/effective sewage • Adequate/effective waste management systems
<p>Emergency Services</p>	<ul style="list-style-type: none"> • Household knowledge level of disaster resources • Households with disasters kits • Households distances to nearest fire station • Household disaster to nearest EMT services, including ambulance • Availability of hazmat certification programs • Hazmat certified individuals • Disaster plans in place (schools, businesses, churches, etc.) and quality of plans • Pre-disaster mental health preparation for first responders
<p>Businesses/ Jobs</p>	<ul style="list-style-type: none"> • Locally owned/community based businesses • Minority owned businesses) • Women owned businesses • Businesses with flood proofing • Businesses with insurance • Employment rate • Wages • Union Jobs

CATEGORY	VULNERABILITY AND ASSET CONSIDERATIONS
Public/Private Utilities	<ul style="list-style-type: none"> • Telecommunications—availability and access (Phone/texting, Television/cable, Radio, broadband, etc.) • Households with water shut-offs in the last 12 months • Households reliant on well-water • Households with electricity shut-offs in the last 12 months
Social Services	<ul style="list-style-type: none"> • Availability and accessibility of social services • Availability and accessibility of services for undocumented persons
Governance Policies	<ul style="list-style-type: none"> • Inclusive governance with appropriate representation in stakeholders given meaningful authority • Extent to which decision makers match the demographics of the community make-up (somewhat subjective but measures should be identified like race, class, and gender minimally) • Voting participation in the last presidential election • Policy landscape—health codes, building codes, zoning codes, ordinances, etc. • Labor policies (including local hire provisions)
Community Knowledge/ Attitudes	<ul style="list-style-type: none"> • Neighborhood cohesion-attitudes • Knowledge of disaster services and protocols • Knowledge of financial literacy
Culture	<ul style="list-style-type: none"> • Culture Identifies as having religious/cultural ties to land/water

Roles for NAACP in Emergency Response Planning Process

In addition to the ways we identified above that the NAACP can be involved in the emergency response planning, here are some additional recommendations for the potential contributions of NAACP units in this process:

- Help to identify the pre-existing vulnerabilities, needs, and assets that exist within the community.
- Help to identify and include vulnerable populations within a specific geographic area in the planning process.
- Identify communication channels that will be effective in reaching the NAACP constituency and conduct evaluations to test the appropriateness of messages.
- Develop, test, and evaluate drills and exercises that are inclusive of the unique characteristics of diverse communities.
- Help train NAACP members and other community members in emergency preparedness.
- Ensure that emergency staff is representative of the demographics of the community.

Resources

American Red Cross: How to Prepare for Emergencies

Go to www.redcross.org/get-help/how-to-prepare-for-emergencies to browse various resources.

Community Emergency Response Team

More information at www.ready.gov/community-emergency-response-team

Resources to Protect Your House of Worship

Go to www.fema.gov and search the resource title in the search bar or go directly to <https://www.fema.gov/faith-resources>

Ready.gov Free Publications List

Go to www.ready.gov/publications

FEMA Community Planning and Capacity Building

Go to www.fema.gov/community-planning-and-capacity-building

FEMA National Disaster Recovery Framework

Go to www.fema.gov/national-disaster-recovery-framework

Community Preparedness Toolkit

Go to www.ready.gov/community-preparedness-toolkit

Office of Lead Hazard Control and Healthy Homes Disaster Recovery Toolkit

Go to www.hud.gov/program_offices/healthy_homes/Post-Disaster-Resources or go to www.hud.gov/sites/documents/DISASTERRECOVERYTOOLKIT15.PDF

Prepare for Emergencies Now: Information for Older Americans

To download the brochure, go to www.fema.gov/media-library-data/1390858289638-80dd2aee624210b-03b4cf5c398fa1bd6/ready_seniors_2014.pdf.

Make a Plan: People with Disabilities

Go to www.ready.gov/individuals-access-functional-needs

Disaster Safety for People with Disabilities American Red Cross

Go to www.redcross.org and search the resource title in the search bar or go to www.redcross.org/get-help/how-to-prepare-for-emergencies/disaster-safety-for-people-with-disabilities#Plan-Ahead or go to www.fema.gov/media-library-data/20130726-1445-20490-6732/fema_476.pdf

Make a Plan: Evacuation

Go to www.ready.gov/evacuating-yourself-and-your-family

The Community Preparedness Website

Go to www.preparesnow.org

Special Populations: Emergency and Disaster Preparedness

Go to <https://sis.nlm.nih.gov/outreach/specialpopulationsanddisasters.html>

Guidance for Integrating Culturally Diverse Communities into Planning for and Responding to Emergencies: A Toolkit by the U.S. Dept. of Health and Human Services

Go to www.aha.org and search for the resource title, or go to www.aha.org/system/files/content/11/OMHDiversityPreparednesToolkit.pdf

Emergency Preparedness and Lesbian, Gay, Bisexual & Transgender (LGBT) People: What Health Centers Need to Know by The National LGBT Health Education Center

Go to www.lgbthealtheducation.org and search for the resource in the search bar, or go directly to www.lgbthealtheducation.org/wp-content/uploads/Emergency-Preparedness-for-LGBT-People-Final.pdf

Episcopal Relief & Development Preparedness Resources

Go to www.episcopalrelief.org, navigate to “What We Do” and select “US Disaster Program” and then “Preparedness Resources.” Or go directly to www.episcopalrelief.org/what-we-do/us-disaster-program/us-disaster-program-preparedness-resources

Community Based Vulnerability Assessment

Go to www.mdcinc.org and search the resource title in the search bar. Or go directly to www.mdcinc.org/wp-content/uploads/2017/11/Community-Based-Vulnerability-Assessment.pdf

MODULE 4

Emergency Response and Relief

The emergency response and relief phase begins when there is accurate information that an emergency event is imminent, during an incident, or immediately after one has struck. This phase puts preparedness plans into action. During this stage, immediate actions are taken to provide essential emergency services such as shelter, search and rescue, medical care, etc. The goal of these actions is to save lives and prevent further damage. Response and relief activities include:

- Evacuating victims
- Conducting damage assessments
- Deployment of response teams, medical stockpiles, etc.
- Etc.

Equity in Emergency Response and Relief

Disasters devastate along the lines of existing inequalities. If a group or population is already being treated as disposable, this is heightened during a disaster. Examples of population groups most egregiously disregarded include prisons populations, elderly persons, undocumented persons, those experiencing homelessness, and other marginalized groups who are neglected or completely abandoned during a disaster. In order to have equitable emergency management systems that account for the needs of all people, emergency response and relief practices must benefit everyone while also accounting for the specific needs of vulnerable populations.

Key Action Steps

In this module we outline the key steps that NAACP units and other community-based organizations can take to advance equity in emergency response and relief:

- Assess disaster assistance services
- Conduct preliminary damage assessment
- Advocate for an emergency declaration (if applicable)
- Monitor response effectiveness
- Submit a civil rights, consumer, or environmental complaint (if applicable)

Assessing Disaster Assistance Services

When a disaster (or another kind of emergency) hits a community, the first step for an NAACP branch (or other community group) is to evaluate the emergency response efforts underway. This way the NAACP is able to offer emergency response efforts that add to (rather than duplicate) response efforts that are already underway. If the NAACP branch is already a member of the area VOAD (as outlined in the Module 3) or has built relationships with local emergency management agencies then the branch can expect to receive up-to-date information on emergency response efforts. Getting “plugged into” these groups should be considered one of the first steps of NAACP units engaged in emergency management and should be done well before an emergency scenario emerges. As an active member of these networks, the NAACP is well positioned to assess the disaster assistance services in the community.

Local Disaster Assistance

Emergencies always start on a local level and so does emergency management. The local government has the primary role of managing all aspects of the community’s recovery. Local elected officials such as mayors, city councils, and boards of commissioners are primarily responsible for emergency management. In many states, local governments are required to establish an emergency management organization—usually called the office of emergency management, emergency preparedness, or some similar variation. These exist on the city and/or county level and often appoint a local emergency manager to lead all aspects of emergency management in a jurisdiction.

In the early stages of an emergency, the local government alerts and warns citizens and instructs them to take whatever actions are needed to minimize damage and protect life and property. For example, local governments may order an evacuation if it is deemed necessary.

After a disaster takes place, fire and police units, emergency medical personnel, and rescue workers are the first to provide aid to disaster victims. During the short-term recovery phase, the local government works to ensure public order and deliver vital services such as water, power, communications, transportation, shelter, and medical care. Public and private utility company crews help to restore these essential services.

If the scale and impact of the disaster event is that the local government is unable to meet the needs of its citizens, the local government may seek additional resources from beyond its own boundaries. **Mutual aid** agreements are agreements that facilitate the sharing of emergency aid across jurisdictions (for example across city, county, or state lines). If local and mutual aid assistance measures are insufficient, the local government can appeal to the State for additional assistance.

To find the local emergency management office, search the local government website or visit the local city hall.

State Disaster Assistance

Just like on the local-level, state disaster assistance models tend to look a little different depending on the state. All states have laws that describe the responsibilities of the State government in emergencies and disasters. These laws provide governors and other State agencies the authority to carry out the necessary actions to respond to emergencies and recover from their impacts. State level emergency management legislation typically gives the Governor the authority to declare a state of emergency and to decide when to terminate this declaration.

Although the name and specific structure of the organization varies from state-to-state, all states have their own State emergency management organizations that carry out the specific provisions of the emergency management legislations. Despite differences across states, the role of all state emergency management organizations is virtually the same: to prepare for emergencies and to coordinate the activation of resources controlled by the State government to respond to and recovery from emergencies. In most cases, the state organization appoints a state disaster recovery coordinator, emergency manager, or comparable leadership figure. The state government supports local response and recovery by providing financial and technical support.



To find a specific state's emergency management agency, check out the list of statewide agencies listed in **Appendix E** or go to www.fema.gov/emergency-management-agencies.

Because local governments usually have limited resources, state emergency management agencies are involved in virtually all serious emergencies or disasters. Based on the information received from the local government, the state emergency management organization will coordinate deployment of State personnel and resources to impacted areas.

Federal Disaster Assistance

When a disaster occurs that exceeds the capacity of local and State (or Tribal) resources—or impacts federal property, other areas of Federal jurisdiction, or what is considered to be national security interests—the Federal Government may support state and local recovery efforts. The duration and extent of Federal involvement depends on the scale and impacts of the disaster event. The Federal Government also administers Federal grants, loans, and other forms of assistance to help areas recovery from emergencies. The Federal Emergency Management Agency (FEMA) is the Federal agency that coordinates the activation and implementation of Federal response and recovery, although other Federal agencies are involved in response and recovery too.

Stafford Act Federal Disaster Assistance

A federal law known as The Stafford Act authorizes the President of the United States to provide financial and other assistance to State and local governments, certain private nonprofit organizations, and individuals to support response, recovery, and mitigation efforts following an emergency or major disaster declarations.

When an incident occurs that exceeds or is anticipated to exceed local, tribal, or state resources, the Governor or Tribal Chief Executive can request Federal assistance under the Stafford Act. Most disaster events are not of sufficient magnitude to warrant a Presidential declaration. However, if State and local resources are insufficient, a Governor may ask the President to make such a declaration. Before making a declaration request, the Governor must activate the State’s emergency plan and ensure that all appropriate State and local actions have been taken or initiated (See the “Advocating for a Disaster Declaration” section under “Conducting a Preliminary Damage Assessment” in Module 4 for more information on this process). If the President issues a disaster declaration under the Stafford Act, the Department of Homeland Security (DHS) provides coordination.

We outline most of the forms of federal disaster assistance available for federally declared disaster areas in Appendix F at the end of this toolkit. For a complete list and additional details about each program, visit www.disasterassistance.gov. The site allows users to:

- Find disaster assistance that meets their personal needs.
- Learn more about the more than 70 forms of assistance available through 17 federal agencies
- Apply for disaster assistance (and reduce the amount of forms required to do so)
- Monitor the status of the application once its been submitted
- Locate a nearby FEMA Disaster Recovery Center
- Find a hotel or a new place to live
- Find programs to help food and nutritional needs
- Change the address for Social Security, VA, or other federal benefits
- Learn about the Small Business Administration (SBA) loans for homeowners, renters, and businesses.

How to Apply

Those with access to the Internet can apply for federal disaster assistance online at www.disasterassistance.gov. Select “Find Assistance” on the home page to read through the available programs and “Apply Online” to fill out an application. To apply over the phone for assistance call:

- 1-800-621-FEMA (1-800-621-3362)
- TTY 1-800-462-7585
- 711 or VRS 1-800-621-3362

Before calling, have the information listed in Table 1 ready and available.

Table 2: Pre-existing Vulnerabilities and Assets

CATEGORY	VULNERABILITY AND ASSET CONSIDERATIONS
Social Security Number	You, another adult member or minor child in your household must have a Social Security number. You or they must also be a U.S. citizen, non-citizen national, or “qualified alien.”
Insurance Information	Describe the type(s) of insurance coverage you have. This includes coverage under policies such as homeowners, flood, automobile, or mobile home insurance. If you do not have any insurance, indicate that here instead.
Damage Information	Describe the damage cause by the disaster. Include the type of disaster (like flood, hurricane, earthquake, etc.) and the type of dwelling or vehicle (like a condo, mobile home or house, or a car or truck).
Financial Information	Provide your total annual household income, before taxes, at the time of the disaster.
Contact Information	Provide the address and the phone number of the property where the damage occurred and the address and phone number of where you can be reached.
Direct Deposit Information	This is optional. If the application is approved, funds can be deposited directly into your bank account. In order to do this, you must provide the following bank information: <ul style="list-style-type: none"> • Bank name • Type of account (checking or savings) • Routing number • Account number

For more information on all disaster assistance available through the Stafford Act, go to [disasterassistance.gov](https://www.disasterassistance.gov).



What to Expect After Applying

After submitting an application for federal disaster assistance, an inspector will contact the applicant to schedule a visit. Applicants should be ready to keep the scheduled appointment. Appointments take 30-40 minutes and the applicant must be present. The applicant should contact their insurance agent if they have insurance and prove their identity. Have these documents prepared to show photo ID, proof of occupancy, proof of ownership.



During the inspectors visit, inspectors will:

- Wear an official FEMA ID badge
- Confirm the disaster registration number
- Review structural and personal property damages
- Ask the applicant to sign official documentation
- Verify owner and occupant

During the inspectors visit, inspectors won't:

- Determine eligibility
- Cost any money
- Ask for credit card information
- Take the place of an insurance inspection



After the inspector's visit the applicant will be sent a decision letter. If approved for aid the applicant will receive a check or an electronic funds transfer. A follow-up letter will explain how the money can be used.

Beware of fraud or scams while seeking disaster assistance! Not all individuals offering assistance are who they say they are. Before engaging with service provider, follow these tips:

- FEMA representatives and inspectors from other agencies will always have identification
- Do NOT give cash. Government workers will never ask for a fee or payment.
- Do NOT give personally identifiable information over the phone

Appealing a FEMA decision

After the inspector's visit, FEMA will send a decision letter. If the applicant disagrees with FEMA's decision letter than they can submit a written appeal. Before going through this process, it is a good idea to read the letter carefully to fully understand why the decision was made. It could be that additional information is needed, such as an insurance determination letter, proof of occupancy or ownership, proof of ID, or even just a signature.

Common reasons for the initial decision include:

- The damage was to a secondary home or rental property, not a primary residence.
- Someone else in the household applied and received assistance.
- Disaster-related losses could not be verified.
- Insurance already covered all losses.

The applicant can contact FEMA with any questions regarding the decision letter or for help filing an appeal.

Call: 800-621-3362 or 800-462-7585

Or visit a Disaster Recovery Center

To file a written appeal, the applicant should explain why they think the decision was not correct. If possible, provide supporting information and documents and be sure to include the FEMA registration number on all documents. Finally, be sure to sign the letter. The written appeal may be mailed or faxed within 60 days of the decision letter date. Or, the appeal can be submitted to a Disaster Recovery Center.

Check out the FEMA Disaster Survivor's Checklist

Go to [fema.gov](https://www.fema.gov) and search for the resource.

Direct Link: www.fema.gov/media-library-data/1479754311341-6248aa33973782e38491f-3550c468ff8/disaster-survivors-checklist.pdf

Non-Stafford Act Federal Assistance

Under the Stafford Act, assistance for major disasters and emergencies is available upon declaration by the President of the United States. However, even without a presidential disaster declaration certain types of assistance may be available through various Federal agencies, including FEMA. Some of the most common forms of response activities available without a presidential declaration include search and rescue, flood protection, health and welfare, etc.

In these instances, Federal departments and agencies provide assistance to States, as well as directly to tribes and local jurisdictions, consistent with their own authorities. For example, under the Comprehensive Environmental Response, Compensation, and Liability Act, local and tribal governments can request assistance directly from the Environmental Protection Agency and/or the U.S. Coast Guard.

Emergency Support Functions

The Federal Government and many State governments organize much of their resources and capabilities – as well as those of certain private-sector and nongovernmental organizations – under 15 Emergency Support Functions (ESFs). ESFs align categories of resources and provide strategic objectives for their use. During a response, ESFs are a critical mechanism to coordinate functional capabilities and resources provided by Federal departments and agencies, along with certain private-sector and nongovernmental organizations. ESFs may be selectively activated for both Stafford Act and non-Stafford Act incidents where Federal departments or agencies request DHS assistance or under other circumstances as defined in Homeland Security Presidential Directive 5. Not all incidents result in the activation of ESFs. In Table 2 we outline the ESFs and the entities that are responsible for coordinating each:



Table 2: Emergency Support Functions

EMERGENCY SUPPORT FUNCTION	RESPONSIBLE ENTITY	DESCRIPTION OF SERVICES
Transportation	Dept. of Transportation	Aviation/airspace management and control; Transportation safety; Restoration and recovery of transportation infrastructure; Movement restrictions; Damage and impact assessment
Communication	Dept. of Homeland Security-National Communications System	Coordination with telecommunications and information technology industries; Restoration and repair of telecommunications infrastructure; Protection, restoration, and sustainment of national cyber and information technology resources; Oversight of communications within the Federal incident management and response structures
Public Works and Engineering	Dept. of Defense—U.S. Army Corps of Engineers	Infrastructure protection and emergency repair; Infrastructure restoration; Engineering services and construction management; Emergency contracting support for life-saving and life-sustaining services
Firefighting	Dept. of Agriculture—U.S. Forest Service	Coordination of Federal firefighting activities; Support to wildland, rural, and urban firefighting operations
Emergency Management and Resource Support	Dept. of Homeland Security—Federal Emergency Management Agency	Coordination of incident management and response efforts; Issuance of mission assignments; Resource and human capital; Incident action planning; Financial management
Mass Care, Emergency Assistance, Housing, Human Services	Dept. of Homeland Security—Federal Emergency Management Agency	Mass care; Emergency assistance; Disaster housing; Human services
Logistics Management and Resource Support	General Services Coordination—FEMA	Comprehensive, national incident logistics planning, management, and sustainment capability; Resource support (facility space, office equipment and supplies, contracting services, etc.)

EMERGENCY SUPPORT FUNCTION	RESPONSIBLE ENTITY	DESCRIPTION OF SERVICES
Public Health and Medical Services	Department of Health and Human Services	Public health; Medical; Mental health services; Mass fatality management
Search and Rescue	Department of Homeland Security—Federal Emergency Management Agency	Life-saving assistance; Search and rescue operations
Oil and Hazardous Materials Response	Environmental Protection Agency	Oil and hazardous materials response (chemical, biological, radiological, etc.); Environmental short- and long-term cleanup
Agriculture and Natural Resources	Department of Agriculture	Nutrition assistance; Animal and plant disease and pest response; Food safety and security; Natural and cultural resources and historic properties protection; Safety and well-being of household pets
Energy	Department of Energy	Energy infrastructure assessment, repair, and restoration; Energy industry utilities coordination; Energy forecast
Public Safety and Security	Department of Justice	Facility and resource security; Security planning and technical resource assistance; Public safety and security support; Support to access, traffic, and crowd control
Long Term Community Recovery	Department of Homeland Security—Federal Emergency Management Agency	Social and economic community impact assessment; Long-term community recovery assistance to States, tribes, local governments, and the private sector; Analysis and review of mitigation program implementation
External Affairs	Department of Homeland Security	Emergency public information and protective action guidance; Media and community relations; Congressional and international affairs; Tribal and insular affairs

Non-governmental Organizations

Non-governmental organizations such as the Red Cross also play an essential part of disaster relief and recovery efforts (although they are usually active in all phases of emergency management) by providing critical assistance with food, shelter, clothing, household items, medical expenses, repairs, rebuilding, and more. One of the benefits of assistance from voluntary agencies is that they are free from the rule of government aid systems, allowing them to administer aid without any formal emergency declarations from the government. With that said, volunteer agencies often coordinate with government officials to meet a community’s disaster needs. In Table 2 we outline some of the major organizations that offer disaster assistance on the national level.

Table 2: Emergency Support Functions

ORGANIZATION	DESCRIPTION	WEBSITE
National Voluntary Organizations Active in Disaster	National VOAD, an association of organizations that mitigate and alleviate the impact of disasters, provides a forum promoting cooperation, communication, coordination and collaboration; and fosters more effective delivery of services to communities affected by disaster.	www.nvoad.org
All Healers Mental Health Alliance	All Healers Mental Health Alliance is a collaboration of African American mental and physical health organizations who provide assistance in disasters.	https://allhealersmha.com/ www.nysec.org/sites/default/files/
Institute of the Black World Black Family Summit	African American professional associations including Black Firefighters, Black Policemen, as well as Black Social Workers, Psychiatrists, etc.	https://ibw21.org/initiatives/black-family-summit/
American Red Cross	The mission of the American Red Cross prevents and alleviates human suffering in the face of emergencies by mobilizing the power of volunteers and the generosity of donors.	www.redcross.org www.redcross.org/about-us/our-work/disaster-relief
The Salvation Army	The Salvation Army responds to natural disasters, transportation accidents, civil unrest situations and terrorist attacks. By providing beverages, meals, and emotional and spiritual care to first responders and survivors, The Salvation Army strives to bring hope and healing to people who find themselves in the midst of extremely difficult situations.	http://disaster.salvationarmyusa.org/

ORGANIZATION	DESCRIPTION	WEBSITE
The United Way	The mission of The United Way is to United Way improves lives by mobilizing the caring power of communities around the world to advance the common good. The organization support disaster recovery in a variety of ways including raising money.	www.unitedway.org www.unitedway.org/recovery www.unitedway.org/find-your-united-way
United Church of Christ Disaster Ministries	UCC Disaster Ministries is a program of the United Church of Christ that responds to natural and human caused disasters all over world and is well positioned to respond in most events. Through our volunteers, congregations, Conferences and partnerships UCC Disaster Ministries seeks to serve the most vulnerable populations that require spiritual, physical, financial and psychological support.	www.ucc.org/disaster
All Hands and Hearts Smart Response	All Hands and Hearts – Smart Response efficiently and effectively addresses the immediate and long-term needs of communities impacted by natural disasters. By listening to local people, and deploying our unique model of engaging volunteers to enable direct impact, we rebuild safe, resilient schools, homes and other community infrastructure.	www.allhandsandhearts.org
Habitat for Humanity	When a disaster strikes, the loss of a home can leave you at your most vulnerable. Habitat works to rebuild communities in these circumstances, moving them from ruin to recovery.	www.habitat.org www.habitat.org/impact/our-work/disaster-response
Lutheran Disaster Response	Lutheran Disaster Response brings God’s hope, healing and renewal to people whose lives have been disrupted by disasters in the United States and around the world.	www.elca.org/Our-Work/Relief-and-Development/Lutheran-Disaster-Response/
South Baptist Disaster Relief	SBDR partners with FEMA, the Department of Homeland Security and other national volunteer organizations to meet the urgent needs of communities in crisis.	www.namb.net/send-relief/disaster-relief/

To find more organizations active in disaster assistance go to:
www.nvoad.org/voad-members/national-members.

To find state members of the National Voluntary Organizations Active in Disaster, go to nvoad.org and navigate to “VOAD Members” and select “State/Territory Members.”

Direct Link: www.nvoad.org/voad-members/stateterritory-members



The NAACP has several emergency management partnerships and collaborations with government agencies and non-governmental organizations. Go to **Appendix H** at the end of this toolkit for a detailed table for information about these various working relationships.

Conducting a Preliminary Damage Assessment

Basic information about an emergency event is needed in order to know what response measures are necessary. Some disaster events, such as those that cause minimal damage like a rainstorm or small earthquake, will not require detailed information beyond what is available through general monitoring. However, for disaster events with a greater impact, more in-depth information is needed to determine appropriate response measures.

This information is gathered by field assessments referred to as damage assessments. Local or county damage assessment teams typically conduct assessments. These teams often include non-emergency management office staff or personnel who do not have responsibilities immediately following a disaster. It is important that these teams are representative of the community, and include a diverse cross-section of individuals. NAACP members are assets to local damage assessment teams, especially in offering a view towards potentially differential disaster impacts. Be sure to connect with other the area VOAD and/or emergency management agency to connect with other groups who are conducting damage assessments in order to ensure that the NAACP is adding to, rather than duplicating, other emergency response efforts.

While it is not possible to create a one-size-fits all approach to damage assessment, we’ve provided some general guidance on the process in Table 3.

Table 3: General Damage Assessment

RESPONDENT INFORMATION			
Name			
Date			
Agency/Organization Affiliation (if applicable)			
Phone Number			
BACKGROUND INFORMATION			
Location (City, County)			
Type of Incident			
Description of Incident			
DEMOGRAPHICS			
Race/Ethnicity of Affected Population			
Income Levels of Affected Populations (Including sources of income, if possible)			
Age of Affected Populations			
Other Pertinent Information about Affected Population			
STATISTICAL INFORMATION (NUMBER OF)			
Injuries		Evacuated	
Deaths		Displaced	
Hospitalizations		Special Issues (Housing Shortages, Illnesses, etc.)	
Missing			

HOUSING INFORMATION

# of Emergency Shelters		Number of Meals Served at Meal Sites	
Capacity of Emergency Shelters			
Number of People in Emergency Shelters		Number of Rental Housing Units Available	

Advocating for a Disaster Declaration

As we explained previously, if a disaster event is of a severity and magnitude that the resources needed to recover are expected to exceed local and state or tribal government capacity, then damage assessments can be used in requests for federal assistance through the Stafford Act declaration process.

The Stafford Act is a United States federal law that allows the federal government to provide assistance for major disasters and emergencies to state and local governments in carrying out their responsibilities to aid citizens. According to the Stafford Act, a declaration by the President of the United States is required in order to deploy federal assistance.

The Act states, in part, that: “All requests for a declaration by the President that a major disaster exists shall be made by the Governor of the affected State” (a state also include the District of Columbia, Puerto Rico, the Virgin Islands, Guam, American Samoa, and the Commonwealth of the Northern Mariana Islands). Federally recognized Indian tribal governments also have the option of pursuing a declaration directly from the President.

The basic steps in the Stafford Act declaration process are:

1. The incident takes place.
2. State or tribal governments collect initial damage estimates (from local damage assessments).
3. The governor or Tribal Chief Executive requests Joint Preliminary Damage Assessments from FEMA’s Regional Office to validate information.
4. Damage assessment field teams conduct Joint federal/state/local/tribal Preliminary Damage Assessments in the areas requested by the state or tribal government.
5. The Governor or Tribal Chief Executive submits a request to the President through FEMA’s Regional Administrator for a major disaster or emergency declaration. The request is based on preliminary damage assessment findings and specifies programs and areas for designation.
6. The Regional Office reviews the declaration request and sends its recommendations to FEMA headquarters.
7. A draft White House package is emailed to the Department of Homeland Security Secretary for review and approval for transmission to the White House.
8. FEMA forwards the White House package to the President for decision.

A request for a Stafford Act declaration must be submitted, by the governor or tribal chief, within 30 days of the incident in order to be considered (although the 30-day period may be extended by the Associate Administrator for the Office of Response and Recovery, provided that a written request, to include a justification, for an extension is submitted during this 30-day period).

For more information about damage assessments and the FEMA disaster declaration process, go to www.fema.gov/disaster-declaration-process or check out the FEMA Damage Assessment Operations Manual at www.fema.gov/media-library-data/1459972926996-a31eb90a2741e86699ef34ce2069663a/PDAManual-Final6.pdf

Check out this interactive, online tool that shows federal disaster declarations by state, county, hazard, and year. To use the tool go to www.fema.gov/data-visualization-disaster-declarations-states-and-counties



Monitoring Response Effectiveness

A monitoring tool, such as the example outlined below in Table 2, is a simple way to oversee and evaluate the effectiveness of the emergency response. The tool provides guidance for volunteers and others who are participating in emergency response to observe and document differential needs of certain communities as well as potential gaps or disparities in infrastructure and service provision. Overarching questions assess what services are available and the extent to which all communities are receiving assistance evenly. Ultimately, the tool assesses the level and quality of assistance provided to vulnerable/marginalized groups and individuals.

In addition to first hand observations, conduct interviews with members of the impacted community. If it is possible to record video interviews (even using a smartphone to record) is the best option, although writing interview responses is also an option if video recording is not possible. Either way, be sure take lots and lots of pictures throughout. Not only will photos, video recordings, and written accounts serve as evidence of the conditions in the impacted area, but they also function as effective advocacy tools. Verifiable stories are the most compelling advocacy tools used to tell the stories of community member’s lived experiences.

Using Table 4 as a starting point, the monitoring tool can be customized to suit the specific context and needs of a locality. See the appendix of this toolkit for a sample monitoring tool that covers all four phases of the emergency management continuum.

Table 4: Response Monitoring Tool

QUESTIONS	OBSERVATIONS AND NOTES
<p>Communications</p> <p>How has information about the emergency been shared (through what methods)? Who received the information and who did not? Are there other methods that should have been used?</p> <ul style="list-style-type: none"> • Canvassing door-to-door • Media—TV, radio, print, digital • Town hall meetings • Flyer/leaflets • Opt-In robocalls or texts • Other? 	

QUESTIONS	OBSERVATIONS AND NOTES
<p>Disaster declaration</p> <p>Are there areas that were severely impacted that were not included in the disaster declaration? If so, which areas?</p>	
<p>Availability of services</p> <p>What is the availability and accessibility of services? Examples include risk assessment and safety information, communications, rescue efforts, shelter, transportation, food, mental health services, financial assistance, reunification services, and location of staging areas?</p>	
<p>Distribution of services</p> <p>Are there areas or communities that are not receiving services or attention? If so, specify in details the unmet needs and provide directions on best approach to assist.</p>	
<p>Special accommodations</p> <p>Are there accommodation for people with special needs or special circumstances, including aging populations, people with mobility needs, differently abled people, incarcerated people, people who are LGBTQ+, people who are undocumented, immigrants and people with special language access issues, etc</p> <p>If yes, describe the accommodations. If more accommodations are needed, record those needs.</p>	

QUESTIONS	OBSERVATIONS AND NOTES
<p>Service providers</p> <p>What is the attitude of service providers (i.e. warm, welcoming, etc.)? Document any examples of less polite behavior, people being condescending, or people acting in a suspicious or prohibitive manner when people are seeking services.</p>	
<p>Evacuation</p> <p>What was the experience of households/communities confronted with evacuation? What was the notification system? Was support and facilitation adequate? Were people notified in a timely fashion how they should evacuate? Did people have adequate help in being evacuated? Have incarcerated persons been evacuated?</p>	
<p>Rescue operations</p> <p>What was the experience of communities with rescue operations? Was there preference given to certain communities/households/families as rescues occurred? Describe any discrepancies.</p>	
<p>Undocumented persons</p> <p>Are authorities targeting undocumented persons? Are undocumented persons seeking services?</p>	

QUESTIONS	OBSERVATIONS AND NOTES
<p>Workers' protections</p> <p>What are the measures for workers' protection and upholding worker rights, particularly for prison labor that is often used in disaster circumstances? To the extent that incarcerated persons are engaged, what training is provided? What kind of protective gear is provided? Is the service of incarcerated persons voluntary?</p>	
<p>Policing</p> <p>Describe the policing in the area during the emergency. What are the policing priorities and emphases? Are certain groups more heavily policed? What are the policing practices (i.e. militarization of police, etc.)? Please share examples.</p>	
<p>Animals</p> <p>What accommodations are made for animals and/or pets? Is this sufficient? Is it offered equally across communities?</p>	

Submitting Civil Rights, Consumer, and Environmental Complaints

Filing a Civil Rights Complaint to FEMA

The federal government has enacted several laws that protect disaster victims' civil rights. It is illegal for disaster assistance and relief efforts to discriminate on the basis of color, race, nationality, sex, religion, age, disability, or economic status when carrying out federal assistance efforts. Unfortunately, discrimination still occurs, and communities of color are often not treated fairly in disaster recover efforts.

A civil rights complaint can be filed when applicants or contractors, or their representatives- such as NAACP units- "believe that discrimination has occurred in awarding or receiving FEMA funds, services or benefits." The alleged discrimination can be on the part of FEMA itself, as well as a state/local government or agency that receives federal disaster funds from FEMA.

The act(s) of discrimination may consist of:

- Denying access to program services, aids, or benefits
- Providing a different service, aid or benefits, or providing them in a manner different than they are provided to others;
- Segregating or separately treating individuals in any matter related to the receipt of any service, aid or benefit

Filing a Complaint

To file a complaint, follow the following procedure:

- To initiate a complaint, an applicant, contractor, or representative should first contact the FEMA Equal Rights office by calling FEMA's helpline at (800) 621-3362 or the FEMA headquarters' Office of Equal Rights at (202) 646-3535 or (202) 646-3638 (voicemail).
- Submit complaints **within 180 days from the date of the alleged discrimination**, unless the time for filing is extended by the responsible official or designee. This is determined on a case-by-case basis.
- Written complaints should include the following components:

Table 5: Writing Civil Rights Complaint to FEMA

COMPONENT OF THE COMPLAINT	RESPONSE
<p>Your name, address, and telephone number</p> <p>If you are filing on behalf of another person, include your name, address, telephone number and relationship to that person (i.e. friend, attorney, parent, etc.),</p>	
<p>Basis for your claim,</p>	
<p>Your signature,</p>	
<p>The name and address of the agency, institution, or department you believe discriminated against you.</p>	
<p>How, why, and when you believe you (or the party you represent) were discriminated against. Include as much detail and background information about the alleged acts of discrimination as possible. Include the names of individuals involved, if possible.</p>	
<p>The name of any individual that FEMA may contact for more information and to clarify or confirm your allegations.</p>	

Mail the written complaint to the Office of Equal Rights at:

FEMA Office of Equal Rights
 ATTN: CIVIL RIGHTS TITLE VI PROGRAM
 500 C Street SW
 Room 4SW-0915
 Washington DC 20471

Or fax the written complaint to: (202) 646-4320, ATTN: CIVIL RIGHTS TITLE VI PROGRAM.

After the Complaint is Filed

Once a complaint has been filed, the Office of Equal Rights will assign a case number to the complainant. This number and the complainant's name will be used to track the complaint through the process. The complaint will be reviewed to determine whether FEMA has jurisdiction to investigate the allegations. If the investigation determines that the allegations are founded, then a negotiation process is used to resolve the allegations and correct the violations. In the case that this is unsuccessful, enforcement proceedings may be initiated.

To learn more, check out the FEMA Office of Equal Rights webpage, www.fema.gov/office-equal-rights

Filing a Price Gouging Complaint with the State Attorney General

Price gouging is a term that refers to the practice of raising the price of goods, services, or commodities, to an unreasonable or unfair level. This increase in price is often the result of a sudden increase of demand and shortage of goods, such as in the event of a natural disaster, emergency event, or other crisis. For example, after Hurricane Harvey inundated the Texas Gulf coast some businesses began selling cases of water for \$99.

Filing a Complaint

While many states have laws that protect consumers from price gouging, there are no federal laws prohibiting price gouging. For a state-by-state guide to price gouging laws go to <https://consumer.findlaw.com/consumer-transactions/price-gouging-laws-by-state.html>.

Because price gouging laws vary from state to state, the process to file a complaint varies depending on location. In most states with laws prohibiting price gouging consumers may file complaints through the state attorney general's office. In order to determine a state's specific reporting process, conduct a web search such as, "report price gouging" and include the state's name. Most state attorney general offices post information on their webpage instructing consumers on the process to file a complaint.

One of the common commodities that is subject to price gouging during natural disasters is gasoline. Check out this webpage from the U.S. Department of Energy for more information on how to report gas price gouging:
www.energy.gov/report-gas-price-gouging

Filing a Consumer Complaint with the Better Business Bureau

The Better Business Bureau (BBB) is an organization focused on “advancing marketplace trust.” There are over 100 independently incorporated local BBB organizations in the United States and Canada. While the BBB is not affiliated with any governmental agency, the organization accepts consumer complaints/disputes that relate to marketplace issues experienced with the services or products a business provides. Those who experience price gouging or other kinds of consumer scams in the wake of a disaster may file a complaint with the BBB.

Check out the Better Business Bureau Scam Tracker at
www.bbb.org/scamtracker/us

Use the BBB Locator to find the BBB organization serving your area.
Go to www.bbb.org/en/us/bbb-directory

Filing a Complaint

To file a complaint, follow the following procedure:

1. To initiate a complaint visit www.bbb.org and select “File a Complaint” from the home page.
2. Select the “Start your complaint” option at the bottom of the page. Navigate through the online complaint system by responding to the questions as accurately as possible.
3. Complaints should meet the following criteria:
 - Include the complainant’s name, a postal address, and an email address
 - Include the business’s name and sufficient information to determine the business’s location
 - The complaint seeks assistance from BBB
 - The complaint is from a person (or a person’s authorized representative) or entity (business-to-business) that had a marketplace “relationship”
 - The complaint relates to a marketplace issue.
 - Typically, the issue complained of must have arisen within the previous 12 months (Note: warranties/guarantees or other extenuating circumstances may supersede this criteria.)
 - The complaint must allege a deficiency in the company’s marketplace performance with regard to the services or products at the business provided or allegedly agreed to provide
 - The complaint is not in litigation when filed with BBB and has not been resolved by a previous court action, arbitration, or settlement between the parties
 - The complaint contains no abusive language

After the Complaint is Filed

Once the complaint has been filed with the BBB, all submitted materials will be forwarded to the business within two business days. The business will be asked to respond within 14 days, and if a response is not received, a second request will be made. Complainants will be notified of the business's response when received by the BBB (or notified that the BBB did receive a response). Complaints are usually closed within 30 business days.

To learn more, go to bbb.org or contact info@thebbb.org.

Contractor Scams

Unfortunately, there are people who seek to take advantage of those impacted by natural disasters. Home repair and disaster cleanup scams, sometimes referred to as “storm chasers.” Check out this article from the Better Business Bureau on how to protect yourself from these scams: www.bbb.org/en/us/article/tips/1489-bbb-tip-protect-yourself-from-storm-chasers-after-a-natural-disaster

Filing a Consumer Complaint with the Federal Trade Commission

Consumers who experience fraud, identity theft, or unfair business practices may submit a complaint to the Federal Trade Commission (FTC). The FTC is a government agency that works, in part, to protect consumers by stopping unfair, deceptive, or fraudulent practices in the marketplace.

Filing a Complaint

To file a complaint, follow the following procedure:

1. To initiate a complaint visit www.ftc.gov and select “File a Consumer Complaint” from the “Take Action” menu listed on the main page. Or go directly to www.ftccomplaintassistant.gov.
2. Navigate through the online complaint system by responding to the questions and submit the complaint electronically.
3. The more information shared about the situation, the more useful the complaint will be. If possible, be prepared to provide:
 - Complainant's contact information: name, address, phone number, email
 - The type of product or service involved
 - Information about the company or selling: business name, address, phone number, website, email address, representative's name, etc.
 - Details about the transaction, including: the amount paid, how the payment was made, the date, etc.

After the Complaint is Filed

The FTC does not resolve individual complaints. Unlike the BBB, the FTC does not open cases based on individual consumer complaints and the FTC does not necessarily advocate on an individual complainant's behalf. When the FTC takes action when there are multiple complaints about a company. Complaints are not used to resolve individual cases, but for the FTC to detect patterns of fraud and abuse.

Reporting an Environmental Violation to the Environmental Protection Agency

One of the roles of the Environmental Protection Agency (EPA) is to enforce environmental laws to protect human health and the environment. When warranted, EPA will take civil or criminal enforcement action against violators of environmental. The EPA accepts reports of violations of environmental laws and regulations.



An environmental violation occurs when an activity or an existing condition does not comply with an environmental law or regulation. An environmental emergency is a sudden threat to the public health or the well-being of the environment, arising from the release or potential release of oil, radioactive materials, or hazardous chemicals into the air, land, or water. Emergencies and other sudden threats to public health include:

- Oil and/or chemical spills
- Radiation emergencies
- Biological discharges

If you are seeing an environmental event that may lead to an immediate threat to human health or the environment, call 911, then report it to the:

National Response Center
1-800-424-8802

Reporting Environmental Violations

To report a violation, follow the following procedure:

- To report a suspected violation visit www.epa.gov/tips.
- Respond to the questions requested on this page. Note that in addition to a violation description, the reporter is also able to submit photos or other media files.
- While it is not required, it is recommended that the reporter include their contact information so that the EPA is able to contact the reporter for additional information needed to determine whether or not an investigation is warranted.
- Once complete, select “Send Report” at the bottom of the page.

After the Report is Submitted

After the suspected environmental violation has been reported, the information submitted will be forwarded to EPA environmental enforcement personnel or to the appropriate regulatory authority for further investigation. If the EPA determines that “enforcement actions” are needed, those actions will be initiated. To learn more about the types of enforcement actions that the EPA may take, go to: www.epa.gov/enforcement/enforcement-basic-information.

Resources

Disaster Sequence of Events FEMA Training Document

Go to www.fema.gov and search for the resource title in the search bar.
Or go to <https://training.fema.gov/emiweb/downloads/is208sdmunit3.pdf>

Resources for LGBT People Affected by Disaster

Go to www.lambdalegal.org/blog/resources-lgbt-hurricane-sandy

Damage Assessment Operations Manual: A Guide to Assessing Damage and Impact by FEMA

Go to www.fema.gov and search for the resource title in the search bar. Or go to www.fema.gov/media-library-data/1459972926996-a31eb90a2741e86699ef34ce2069663a/PDAManualFinal6.pdf

Preliminary Damage Assessment for Individual Assistance Operations Manual by FEMA

Go to www.fema.gov and search for the resource title in the search bar.
Or go to www.fema.gov/media-library-data/20130726-1856-25045-0599/ia_pda_manual_and_forms.pdf

A Guide to the Disaster Declaration Process and Federal Disaster Assistance

Go to www.fema.gov and search for the resource title in the search bar.

Or go to www.fema.gov/pdf/rebuild/recover/dec_proc.pdf

“What Preliminary Damage Assessments Really Mean” by FEMA

Go to www.fema.gov and search for the resource title in the search bar.

Or go www.fema.gov/blog/2012-03-20/what-preliminary-damage-assessments-really-mean

How a Federal Disaster is Declared, fact sheet by Episcopal Relief and Redevelopment

Go to www.episcopalrelief.org and search for the resource title in the search bar.

Or go to www.episcopalrelief.org/uploads/EducationFileModel/60/file/FACT-Fed-Disaster-Declaration.pdf

Immigrant Eligibility for Disaster Assistance

Go to www.nilc.org and navigate to “Issues” and select “Economic Support.”

Or go to www.nilc.org/wp-content/uploads/2015/11/disasterassist_immeligibility_2007-062.pdf

Overview of Immigrant Eligibility for Federal Programs

Go to www.nilc.org and navigate to “Issues” and select “Economic Support.”

Or go to www.nilc.org/issues/economic-support/overview-immeligfedprograms

FEMA Citizenship/Immigration requirements

Go to www.fema.gov and search the resource title in the search bar.

Or go to www.fema.gov/faq-details/FEMA-Citizenship-Immigration-requirements-1370032118159

Disaster Recovery Center Locator

Go to www.fema.gov and search the resource title in the search bar.

Or go to <https://gateway.fema.gov/ESF6/DRCLocator>

Find Relief if you have been Affected by a Disaster By National Council on Aging

www.benefitscheckup.org/disaster-assistance/

Federal Disaster Assistance Portal

Go to www.disasterassistance.gov

MODULE 5

Emergency Recovery and Redevelopment

The final phase of the emergency management continuum is Emergency Recovery and Redevelopment. The time period after the emergency is over (and after the immediate response to the disaster is over), this is the phase where a community takes steps to recover from the impacts of a disaster. Depending on the type of disaster event and its impacts, this phase may also include redevelopment. The recovery and redevelopment phase can be broken into two periods: the short-term phase where a community responds to immediate post-disaster needs and the long-term phase where a community implements a strategy for the future that addresses the root causes of the disaster. Recovery and redevelopment activities include:

- Housing and services for displaced individuals and households
- Rebuilding and renovating damages
- Visioning and planning for long-term recovery and redevelopment
- Etc.



Equity in Emergency Recovery and Redevelopment

The inequities our communities experience before and during a disaster often continues to play out in the period after a disaster event. To repeat an important point we've made throughout this toolkit, many of the same preexisting factors that make communities of color and other frontline communities more vulnerable to disaster events contribute to greater difficulties recovering from disasters.

Even if a disaster lasts just a few hours, the impact the event has on a community can be significant and lasting, especially for already unstable neighborhoods. The burdens of major damage and displacement fall particularly hard on communities of color and lower income communities for various reasons. For example:

- These communities tend to live in marginalized areas (often as a result of housing discrimination) that are hit harder by disaster events (i.e. in a flood zone or in close proximity to an industrial site).
- Low-income housing is poorly equipped to withstand the impacts of extreme weather events because of its age and quality.
- Housing and personal property recovery assistance tends to favor homeowners, excluding renters who tend to be people with lower incomes and people of color.
- Navigating government-assistance programs is often complex, and information about programs can be inaccessible, especially for people for whom English is not their primary language.

Even if a disaster lasts just a few hours, the impact the event has on a community can be significant and lasting,

Equity in Short-Term Recovery

Equitable short-term disaster recovery means that all people have the ability to access the services they need to be safe immediately following an emergency event. Communities of color, lower income communities, and other marginalized groups often face multiple barriers in accessing the resources and support needed to recover from a disaster. For example, studies show that upper middle-class white people are more likely to receive assistance than people of color and people with lower incomes because they know how to navigate the complicated relief system—including filling out the forms and working within the government system. Others find that even when people of color and people with lower incomes traverse the same processes in the same way, their applications for assistance can be handled differently—either met with suspicion or otherwise not deemed worthy of the level of urgency and support as upper middle class white applicants. Another barrier to recovery services is legal residency status. Following disasters, many undocumented immigrants avoid recovery assistance for fear of deportation.

We must take action to ensure that the communities who need recovery assistance the most are able to access the services they need. This means prioritizing recovery assistance to these communities, ensuring that recovery services meet their needs, and eliminating barriers to accessing recovery resources.

Equity in Long-Term Recovery

As we've said throughout this toolkit, disasters devastate along the lines of existing inequalities. Communities of color, lower income communities, and other frontline communities experience the impacts of disasters most acutely because of a range of economic, social, political, and geographic factors. Recognizing this, recovery efforts cannot just band-aid the immediate damage of a disaster or put things back to the way they were before it struck, but efforts must advance a long-term vision for our communities that puts justice at the core.

What we've learned from past disasters is that the “recovery” that comes to some of the most devastated areas is for-profit and not meant for the people who lived in the neighborhood prior to the disaster. Developers and other private industries often seek opportunities to profit from the redevelopment of an area—earning the name “disaster capitalists.” Politicians also take advantage of instability to push through unpopular policies like those that strip environmental or labor protections.

But just as disaster recovery efforts can deepen inequality, recovery also provides an opportunity to improve the conditions that existed before the disaster occurred. Calls to rebuild open up possibilities to a Just Transition—that is, to shift toward the regenerative, resilient way of life our communities need to survive and thrive. This is a just recovery—one that accounts for and addresses the underlying problems that lead to disproportionate disaster impacts.

To advance a just recovery, we must implement lasting solutions to create a better, healthier, and more equitable future for us all.

Key Action Steps

In this module we outline the key steps that NAACP units and other community-based organizations can take to advance equity in emergency recovery and redevelopment:

- Conduct an immediate needs assessment
- Convene a community visioning process
- Establish a community benefits agreement
- Complete a racial equity impact assessment

Check out this resource about advancing a just recovery after disaster from our allies at Movement Generation Justice & Ecology Project: “***Transition is Inevitable, Justice is Not: A Critical Framework for Just Recovery.***” Go to movementgeneration.org and search for the resource in the search bar.

Direct Link: www.movementgeneration.org/transition-is-inevitable-justice-is-not-a-critical-framework-for-just-recovery/

And these resources about how we advance a just transition:

Climate Justice Alliance Just Transition Principles

Direct Link: <http://www.ourpowercampaign.org/cja> and navigate to the “Principles” section. Or go to https://drive.google.com/file/d/0BxqkHpiiFq_eWk9QR1JwNFRDSndzZEVwRmtWZkZFcXdWWTBn/view

Movement Generation Just Transition Zine

Go to movementgeneration.org and navigate to “Resources” and select “Just Transition Zine.”

Direct Link: http://movementgeneration.org/wp-content/uploads/2016/11/JT_booklet_English_SPREADs_web.pdf

Conducting an Immediate Needs Assessment

An immediate needs assessment is the first step in the recovery process. Immediate needs assessments are used to evaluate a group or community’s short-term recovery needs after a disaster. The purpose of the assessment is to identify what actions need to be taken immediately following a disaster event to keep people safe.

NAACP units can use an immediate needs assessment as a tool to assess the immediate needs within the affected community. An immediate needs assessment usually takes place within the first 12-36 hours after the disaster occurs. The assessment provides general information about the disaster, including:

- The damage
- Urgent needs and priorities
- The response measure that are being taken

This assessment should be updated several times over the course of hours, days, weeks, or even longer depending on the scale/type of damages, the effectiveness of emergency response, and the potential for changing circumstances. It is important to continue monitoring the situation and evolving needs over time.

Assessment Methods

There are a variety of assessment methods that can be used to collect data. Each has its benefits and limitations, and some are more effective than other depending on the specific context of a disaster event.

- **On-Site visual inspections** are a good way to gather information quickly. This method is effective if the group conducting the immediate needs assessment is able to go directly to the disaster site to gather information about conditions. Combined with interviews, on-site visual inspections are a good initiation assessment tool. On-site visual inspection tasks include:
 - Taking photos and/or video footage of the situation on-the-ground
 - Observing people's physical condition and activities
 - Directly communicating with affected-people
 - Visiting homes or shelters, water sources, clinics, distribution centers, etc.
 - Observing vulnerable groups, such as children, elderly people, people who are sick
 - Observing how services, vehicles, sanitation systems, etc. are functioning
- **Interviews** can take place in-person or remotely if direct contact is not possible with the affected population. With that said, depending on the disaster impacts, remote communication like phones might not be readily available. Interviews can be with individuals or groups. The benefit of group interviews is that it is an efficient way to communicate with a group of people. For both individual and group interviews, be aware of what perspectives you are hearing and who might not be represented. In other words, do not assume that one person or groups experiences are representative of an entire community's. As stated before, to the extent possible, video recordings on interviews would be fantastic.
- **Secondary sources** can be used to gather information from other groups' information or assessments. This can be useful if there are groups, such as government agencies or community groups who have systems in place to gather information. The risk of this method is assuming the accuracy of other groups' information. For example, some groups might not have information that reflects vulnerable groups' needs, since these groups and their specific needs are often underrepresented across the emergency management continuum.

Immediate Needs Assessment Form

There are many different ways to conduct an immediate needs assessment. The format itself is not necessarily important so much as having an assessment developed and a team of people trained to conduct it before a disaster strikes or emergency scenario emerges. Since the purpose is to determine short-term recovery needs, the assessment must be conducted immediately after the event in an organized and coordinated fashion. The format should be simple, easy to use, and easily shared.

We've outline an example immediate needs assessment below in Table 1, including the type of information that should be collected. It is important to be as clear, precise, and accurate as possible. Provide the most complete and recent information available. At the same time, how soon immediate needs are established will determine the response time. Immediate needs assessments should be timely and decisive. When preparing the form, provide the most complete and recent information available. If the information is not known, write, "Not Known at this time."

Table 1: Immediate Needs Assessment

THE DISASTER	
Record the type of disaster.	Indicate the type of disaster (i.e. earthquake, drought, chemical explosion, etc.)
When did the disaster event occur?	Record the date of the disaster event. This may include multiple dates if there are secondary disasters (i.e. a nuclear meltdown from earthquake damages after an earthquake or a flooding after a hurricane).
Briefly describe the disaster.	Describe a summary of the disaster. What are its various characteristics (i.e. magnitude, scale, wind speed, etc.)? How severe is the resulting damage? How many people are affected? In what areas?
Record the geographic areas and locations impacted by the disaster.	In as precise of terms as possible, describe the geographical range of the disasters, including specific areas affected by secondary disasters (i.e. a mudslide after an earthquake or toxic chemical leak after a storm). Name the affected towns, cities, districts/neighborhoods/wards, etc.

DISASTER IMPACTS AND EFFECTS

<p>How many people are affected?</p>	<p>To the best of your ability, indicate the number of people that have been affected—this is broad. This includes people who have experience death or injury, but also those who have lost or damaged homes or other personal property, those who have been displaced, etc. If possible, identify the gender, age, race/ethnicity, and other demographic details of the affected population.</p>
<p>How many deaths have been attributed to this disaster?</p>	<p>Record the number of deaths that have been attributed to the disaster. Include the source of this information.</p>
<p>How many injuries have been attributed to this disaster?</p>	<p>Record the number of injuries that have been attributed to the disaster. If possible, include demographic information about those affected and the cause of their injuries.</p>
<p>How many people are displaced or evacuated?</p>	<p>Include where they have gone and demographic information if possible.</p>
<p>How many households are affected?</p>	<p>Record the number of households affected with as much detail as possible.</p>
<p>How many households or dwellings have been completely destroyed?</p>	<p>Indicate how many households/dwellings have been damaged beyond repair.</p>
<p>How many households or dwellings have been damaged but not destroyed?</p>	<p>Indicate how many households/dwellings are been partially damaged, but can still be repaired. Describe the types of damages</p>
<p>What is the physical damage to other property, buildings, or infrastructure in the affected area?</p>	<p>Describe other physical damage in the affected area. Consider critical infrastructure like significant bridges or levies and important buildings like schools, hospitals, and critical services infrastructure (electricity, water, etc.).</p>

DISASTER RESPONSE	
What resources and capacities does the local population have for responding to this disaster, and how might these resources be used?	Indicate the local capacity or resource.
	Indicate the suggestion for use, if applicable.
What transportation and storage facilities are available locally for immediate use?	Indicate what can be made available for transporting/storing emergency relief supplies.
What is the availability, location, and conditions of roads, airports, ports, railways, etc.?	Indicate the conditions of transportation systems if these are needed to transport relief supplies.
What type of emergency response and immediate recovery has already taken place or begun.	Record what the response/recovery measures that are being taken.
IMMEDIATE NEEDS	
What is the number of affected people requiring assistance?	This figure will determine all other estimates and calculations and should be as precise as possible.
What are the community's immediate needs?	Describe the unmet needs (checklist below). Quantify and qualify the targeted needs (i.e. 110 adults and 200 children need food and water for at least the next 20 days). <ul style="list-style-type: none"> • Water needs • Shelter needs • Food/nutritional needs • Sanitation needs • Energy/Fuel needs • Health care needs • Transportation needs • Telecommunication needs • Fuel needs
What is needed and who will supply it?	List item(s)
	List quantities
	If possible, list who will supply the item

The example assessment outlined in Table 1 on a format by The International Federation of Red Cross and Red Crescent Societies. See the resources section for more from this group.

How to use an Immediate Needs Assessment

A completed immediate needs assessment is used to determine the actions that need to be taken in the short-term recovery period. Depending on the results of the assessment and the capacity of the group executing the immediate needs assessment, this might mean executing response/recovery actions, communicating response/recovery needs to outside agencies/groups, or a combination of the two. Detailed documentation can also be used to aid in the revision or affirmation of an existing emergency plan.

After the short-term recovery period is over, immediate needs assessment can be useful documents to aid in the revision or affirmation of an existing emergency plan. Reflecting back on people's short-term recovery needs can illuminate specific ways that the community needs to mitigate or better prepare for disaster risks.



Undocumented immigrants often do not qualify for disaster support services. Even in cases where undocumented immigrants do qualify for services, many are unlikely to pursue those benefits due to fear of immigration enforcement, a lack of familiarity with official institutions, and limited English proficiency.

Recognizing the barriers that undocumented populations face in recovering from disasters, the UndocuFund was created to support undocumented immigrants impacted by the fires that devastated Sonoma County in 2017. Check it out at undocufund.org.

Convening a Community Visioning Process

Emergency recovery and redevelopment is not equitable if the goal is merely to return to “business as usual” or to put things back to the way they were before the disaster. The goal of a justice-based recovery is to build back better. It is about advancing community-led solutions that address the root causes that have made hurricanes, wildfires, and other disaster more powerful, frequent, and hit our communities hardest. At the heart of a just recovery are inclusive, community-driven processes for developing long-term recovery visions and plans.

To begin the long-term recovery process, bring together a range of stakeholder groups to engage in re-envisioning the community’s future. The purpose of community visioning is to:

1. Ensure that a community-driven vision is at the core of long-term recovery plans
2. Inspire a sense of possibility and purpose that strengthens community support.
3. Expand the range of possible solutions and imagine community transformation

There are many creative ways to facilitate community visioning processes. Communities might have experience facilitating visioning sessions for various purposes in the past and found methods that are effective in that community. For groups without experience facilitating visioning processes, we’ve outlined steps that we’ve found effective in the post-disaster context:

- Host a series of community meetings. Structure these community meetings as open forums where community members are able to come together to share their experiences, concerns and complaints. Community members may also offer their recommendations for reform. It is important that meeting facilitators take copious and detailed notes.
- Once several meetings have been held and extensive notes gathered, compile these notes into a summary document with all points represented but grouped into categories. Use this summary document to draft a multi-point plan (see Appendix G for an example 20-point and 12-point plan).
- Next, host a town hall meeting to share the draft plan. At this town hall meeting, pass out index cards and request participants list feedback, recommendations for adjustments, corrections, additions, etc. to the plan on these index cards. In addition to gathering written feedback, make time in this meeting for people to share feedback aloud with the group. Again, be sure to take copious notes.
- Compile all notes and notecards from the town hall meeting. Review these notes and compare to the existing draft plan. Make adjustments to the plan to accommodate the feedback gathered at the town hall meeting. This might mean adjusting existing categories and/or adding new points to accommodate entirely new thoughts.

- Host a second town hall meeting to share the revised plan. Explain the ways in the plan reflects the input shared over the course of the various community meetings. Seek community approval of the plan. If the community approves of the community plan and there is consensus that it reflects their collective thinking, than consider the plan complete. If not, gather more feedback (more copious notes!) and continue with the process until consensus is reach.
- Declared the plan ratified and release to general public.

Check out **Appendix G** for two example community plans that were produced through the community visioning process outlined above. One of is a 20-point plan produced in Flint, Michigan after the Flint water crisis and the second is a 12-point plan produced in East Chicago, Illinois after the East Chicago lead crisis.



World Café Method

“World Café” is visioning method designed for facilitating conversation in large groups. The method helps connects multiple ideas and perspectives on a topic together by engaging participants in several rounds of small-group conversation. This exercise works well for community visioning.

Materials:

Large or poster paper, loose paper or index cards, and writing instruments such as pens or markers

Facilitators:

There should be several facilitators for this exercise. One of these people will be the primary facilitator and several others serve as “hosts” or discussion leaders.

- Before the visioning session, come up with a series of discussion questions. This exercise can be used to explore a single important or broad question from multiple perspectives, or to explore several questions on a given topic. Determine which approach meets the community’s specific recovery needs. Examples of discussion questions are:
 - What are the qualities of a thriving community?
 - What does a resilient community look like?
 - What would our community look like at its very best?
 - How can recovery improve problems that existed before the disaster?
 - How can we recovery to prevent future disasters?
- Identify “hosts” who will serve as small group discussion leaders. Hosts’ will welcome participants, start conversation, and summarize key ideas shared. More on this below.
- Choose a meeting space with a room large enough to allow participants to move freely. Set-up the room “conversation clusters” to accommodate small groups. Depending on what is available, arrange tables or groups of chairs for about four to six participants at each. At each table, provide several large sheets of paper, such as butcher paper, and markers in multiple colors.
- Begin by having the primary facilitator share a brief introduction to the exercise by explaining how it will work and reminding participants the purpose of the gathering.
- Participants should be seated at the “clusters” set up before they arrived. Instruct each table to begin the first round of conversation. Each table’s host should be prepared with a discussion question as decided in advance. Like we said above, each table can respond to the same question, or each can discuss different questions.
- The host poses this question to the group, and gets the conversation going. The host should take notes and encourage participant to express their thoughts on the posters on the table through words or pictures. The round should last about twenty minutes.
- At the end of the round, ask all participants except the host to move to new tables. Participants should not move together as groups, instead they should spread out and form new groups. Facilitators may ask the same question for one or more rounds, or may pose different questions in each round to build on and help deepen the exploration.

- After at least three rounds, instruct everyone to come back together as a group. Each table host should share a few ideas, insights, or break-through from their small group conversation. Participants can contribute too, as appropriate.
- Be sure to have the hosts take detailed notes throughout. The primary facilitator can also take notes on poster paper from the whole-group report-out and discussion. Save the posters and notes to refer to throughout the remainder of the long-term recovery process.

Establishing a Community Benefits Agreement

A **Community Benefits Agreement**, or “CBA” is a legally enforceable contract that designates how the benefits of an economic development project will be shared. Typically negotiated by a range of stakeholders including developers, community-based organizations (like the NAACP), public officials, and local government agencies, CBAs guarantee specific benefits to residents of the affected neighborhoods. Benefits vary depending on the CBA, but can include well-paying jobs, affordable housing, health and recreational facilities, green spaces, and educational improvements. In exchange, the community groups agree to support the proposed project before government bodies that provide the necessary permits and subsidies. CBAs are generally used for new developments, especially those that receive taxpayer subsidies or major land-use approvals.

For a CBA to be implemented equitably, the involvement of a community-based group that supports the involvement of residents from the affected-community is essential. In communities where disaster recovery includes redevelopment projects, the local NAACP unit is well positioned to help facilitate the establishment of an equity-based CBA that ensures that economic development benefits all. Check out the resources box below for more information on how to facilitate this process, including a step-by-step online planning tool.



For more information about community benefits agreements, check out these resources:

**“Ensuring Economic Development Benefits All:
The Case for Community Benefit Agreements in Louisiana”**

Go to <http://clpv.sanford.duke.edu/> and select “Current Program,” then “Advocacy Projects” then “Economic Development.”

Direct Link: http://clpv.sanford.duke.edu/current_prog/Economic_Development_Project.pdf.

Community Benefits Agreement: Making Development Projects Accountable

To find the resource, go to **forworkingfamilies.org** and navigate to “Resources” and then “Policy & Tools” and find the section on CBAs.

Direct Link: www.forworkingfamilies.org/sites/pwf/files/publications/2005CBAHandbook.pdf

Community Benefits Agreements: A Framework for Success (online planning tool)

Direct Link: www.forworkingfamilies.org/sites/pwf/ASK/#

Community Benefits 101

Direct Link: [Go to www.forworkingfamilies.org/page/cba-101](http://www.forworkingfamilies.org/page/cba-101)

CBA City Case Studies

To find the resource, go to **forworkingfamilies.org** and navigate to “Resources” and then “Policy & Tools” and find the section on CBAs. Once there, select “Case Studies.”

Direct Link: www.forworkingfamilies.org/page/city-case-studies

Completing a Racial Equity Impact Assessment

A **Racial Equity Impact Assessment** (REIA) is an examination of how different racial and ethnic groups will likely be affected by a proposed action or decision. REIAs can be used in various contexts across the emergency management continuum to prevent institutional racism and for identifying options to remedy inequities.

REIAs are usually conducted during the decision-making process, prior to enacting new proposals. In the Recovery and Redevelopment Phase, REIAs are useful tools to evaluate potential adverse consequences of proposed redevelopment plans.

If there are not systems in place that require an REIA or something comparable, NAACP units can conduct their own REIA to evaluate how effectively equity considerations are incorporated into redevelopment plans. REIAs can also be used as self-evaluation tools, to assess how effectively we are preventing racial discrimination and inequities in our own planning efforts. In Table 2 below we outline an example REIA that can be adapted to whatever local context it is being used in.

Table 2: Racial Equity Impact Assessment

SAMPLE QUESTIONS		YOUR RESPONSE
Identifying Stakeholders	Which racial and/or ethnic groups may be most affected by this plan?	
Engaging Stakeholders	Have stakeholders from different racial and/or ethnic groups—especially those most impacted—been informed, meaningfully involved, and authentically represented in the development of this plan? Who is missing and how can they be meaningfully engaged?	
Identifying and Documenting Racial Inequities	Which racial and/or ethnic groups are currently most advantaged by this proposal/plan? Which racial and/or ethnic groups are currently most disadvantaged by this plan? How are they affected differently? What quantitative and qualitative evidence of inequality exists? What evidence is missing or needed?	
Examining the Causes	What factors may be producing and perpetuating racial inequities associated with this issue? How did the inequities arise? Are they expanding or narrowing with this plan? Does the plan address root causes? In not, how could it?	
Clarifying the Purpose	What does the plan seek to accomplish? Will it reduce disparities or discrimination? Does it explicitly express this as a goal in any way? Should it?	
Considering Adverse Impacts	What adverse or unintended consequences could result from this policy? Which racial and/or ethnic groups could be negatively affected? How could adverse impacts be prevented or minimized?	

SAMPLE QUESTIONS		YOUR RESPONSE
Advancing Equitable Impacts	What positive impact on equity and inclusion, if any, could result from this plan? Which racial and/or ethnic groups could benefit? Are there further ways to maximize equitable opportunities and impacts?	
Examining Alternatives or Improvements	Are there better ways to reduce racial disparities and advance racial equity? What components of the plan could be changed or added in to ensure positive impacts on racial equity and inclusion?	
Ensuring Viability and Sustainability	Is the proposal realistic, adequately funded, with mechanisms to ensure successful implementation and enforcement, specifically for equity components? Are there provisions to ensure ongoing data collection, public reporting, stakeholder participation/engagement, and public accountability?	
Identifying Success Indicators	What are the success indicators and progress benchmarks? How will impacts be documents and evaluated? How will the level, diversity, and quality of ongoing stakeholder engagement be assessed?	

Resources

“Transition is Inevitable, Justice is Not: A Critical Framework for Just Recovery” By Movement Generation Justice & Ecology Project.

Go to www.movementgeneration.org and search for the resource in the search bar at the bottom of the page. Or go directly to www.movementgeneration.org/transition-is-inevitable-justice-is-not-a-critical-framework-for-just-recovery/

Racial Equity Impact Assessment Toolkit

To download the resource, go to www.raceforward.org, and select “Practice” then “Tools” or go directly to www.raceforward.org/practice/tools/racial-equity-impact-assessment-toolkit.

Race Equity Impact Assessment Guide by Center for the Study of Social Policy

Go to www.cssp.org and search for the resource in the search bar. Or go directly to www.cssp.org/policy/2015/Race-Equity-Impact-Assessment-Tool.pdf.

A Guide to Community-Based, Low Cost Mold Remediation

To find the resource go to www.occupysandy.net and navigate to the resources section, or go directly to www.occupysandy.net/wp-content/uploads/2017/08/MoldRemediationGuide.pdf.
<http://www.reimaginerpe.org/node/501>

Una Guia Comunitaria Para El Sanamiento de Moho (A Community Guide to Mold Sanitation)

To find the resource go to www.occupysandy.net and navigate to the resources section, or go directly to http://occupysandy.net/wp-content/uploads/2013/01/Mold_Remediation_Guide_ES.pdf.

Creating a Healthy Home: A Field Guide for Clean-up of Flooded Homes

To find the resource go to www.occupysandy.net and navigate to the resources section, or go directly to http://nchh.org/Portals/0/Contents/FloodCleanupGuide_screen_.pdf.

FEMA Disaster Assistance

Go to www.fema.gov/what-disaster-assistance for more information.

Immigrant Eligibility for Disaster Assistance Fact Sheet by National Immigration Law Center

Go to www.nilc.org and navigate to the “Issues” tab. Select “Economic Support” and find the “Disaster Assistance” section. Or go to www.nilc.org/issues/economic-support/immigrant-eligibility-disaster-assistance/.

Community Benefits Toolkit by the Partnership for Working Families

Go to www.forworkingfamilies.org and navigate to the “Resources” tab and select “Policy & Tools” or go directly to www.forworkingfamilies.org/resources/policy-tools-community-benefits-toolkit

Disaster Emergency Needs Assessment by the International Federation of Red Cross and Red Crescent Societies

To access the resource, go to www.parkdatabase.org and search for the resource in the search bar. Or go directly to www.parkdatabase.org/files/documents/2000_Disaster-Emergency-Needs-Assessment_Disaster-Preparedness-Training-Programme_IFRC.pdf

A Quick Reference Guide for Hosting World Café

For more information go to www.theworldcafe.com and hover the cursor over “Resources” on the main toolbar. Select “For Hosts” and then “Hosting Tool Kit.” Or go directly to www.theworldcafe.com/tools-store/hosting-tool-kit/

“Equity and the Environment: Rebuilding Green-Rebuilding Black” A Roundtable Interview

To read a transcript of the interview, go to www.reimaginerpe.org/rpe/13-1/NO and select the title, or go to www.reimaginerpe.org/13-1/rebuilding-green-rebuilding-black

Public Assistance Program and Policy Guide by FEMA

Go to www.fema.gov and search for the resource title in the search bar or go to www.fema.gov/media-library-data/1515614675577-be7fd5e0cac814441c313882924c5c0a/PAPPG_V3_508_FINAL.pdf

National Disaster Recovery Framework

Go to www.fema.gov and search for the resource title in the search bar or go directly to <https://www.fema.gov/pdf/recoveryframework/ndrf.pdf>

Climate Justice Alliance Just Recovery Resources

Go to www.ourpowercampaign.org/fund_just_recovery for more information

MODULE 6

Advocating for Equity in Emergency Management Policy

Public policies that govern emergency management have been inadequate at protecting the rights and best interests of our communities during times of disaster. Despite calls from disaster practitioners to improve public policy, increase emphasis on disaster mitigation and risk reduction, and prioritize human rights, policy makers continue to favor funding recovery efforts (often inadequately) rather than passing policies and allocating resources to mitigation, prevention, and preparedness.

Even when investments in reducing or mitigating impacts of disasters have been made, those efforts often prioritize protecting profits over people. All too often “cost-benefit” analyses for disaster mitigation and prevention are formulated in dollars and cents—tied to property values, for example—instead of valuing hearts and bodies and prioritizing saving human lives. Not only does this practice result in more destruction and loss of life than necessary, it is inefficient and costly too. Congress spends almost 500 times more on disaster recovery than on actions to reduce or prevent disaster risks altogether.

In order to build equity in emergency management, policy solutions must not only be technical solutions for emergency scenarios, or financially based solutions that prioritize property values, but also measures to support community resilience more broadly. In this module we discuss some of the strategies and tactics that advocates can use to pass equitable emergency management policy. We also offer policy recommendations for each phase of the emergency management continuum.



Equity in Emergency Management Policy Considerations

Emergency Management Phase: Mitigation/Resilience

POLICY CATEGORY	ISSUE AREA	GOVERNANCE	EQUITY CHALLENGES
Infrastructure	Levee systems	The US Army Corps of Engineers (USACE) is responsible for the maintenance of federally-owned levees that are in the USACE system. In most instances, levee ownership has been transferred to the State or to another local or regional authority, which then becomes responsible for levee maintenance.	<p>Levee fortification policies in New Orleans put low income/wealth communities disproportionately at risk. The formula used to decide which levees should be prioritized for fortification disadvantaged low income/wealth communities.</p> <p>Furthermore, indigenous communities in Louisiana and beyond have reported not having any levee protection at all.</p>
Infrastructure	Stormwater management	Utilities/Public Service Commission, Dept of Planning, Department of Transit, Water Board, Dept of Environment, Etc.	Differential level of stormwater management infrastructure and post flooding planned releases advantage some communities while disadvantaging others.
Infrastructure	Energy security	Governance varies by state, and according to issue of concern. Depending on the issue and the state, possible governance bodies include: Federal Legislature, State Government, Local Government, Zoning Boards, Public Service/Utility Commissions, Boards of Directors, etc.	<p>During disaster responses, utilities are restored for some communities faster than for others. Race and socio-economic status are often key determinants of this order.</p> <p>The needs of communities with more political power are prioritized over those with little political power. Additionally, people with medical challenges and differently abled people are more vulnerable during power outages.</p>

Emergency Management Phase: Mitigation/Resilience

POLICY CATEGORY	ISSUE AREA	GOVERNANCE	EQUITY CHALLENGES
Housing Security	Public Housing	Local housing authority (public corporation that works w/ local Public Housing Agency)	Public housing policies discriminate against those with criminal backgrounds leaving these people very vulnerable in general and especially during and after natural disasters.
Housing	Disaster Resilient Infrastructure/ Building Codes	State/Local-- Department of Planning, Department of Health, Emergency Management,	Often low-income communities are housed in structures that don't have reinforced masonry, fortified roofs, disaster resilient windows, etc. Also, in cases where there are protective building codes, resources are prohibitive of access and low-income building/home owners are penalized for having financial barriers.
Education	Workforce development	Department of Education, State School Boards	Communities of color and women are underrepresented in decision making roles of authority within the emergency management and in partner organizations

Emergency Management Phase: Mitigation/Resilience

POLICY CATEGORY	ISSUE AREA	GOVERNANCE	EQUITY CHALLENGES
Academia— Disaster Studies	LGBTQIA inclusive research	FEMA, humanitarian NGOs, academia	Emergency management related research that overlooks the specific vulnerabilities of LGBTQIA people fails to provide the necessary empirical data that would lead to responsive, appropriate programming that serves the needs of LGBTQIA community members.
Emergency Management First Responders	LGBTQIA responsive services	FEMA, NGOs helping with disaster response	When disaster management employees and volunteers are not educated on LGBTQIA inclusion and issues, LGBTQIA people are exposed to discrimination and marginalization that is heightened by the devastation of the disaster.
Agriculture/ Food Production	Food Security	Local government (Mayor, city council members), food security focused local NGOs	Those at most risk of losing access to safe and nutritious food during crises include people with low incomes, residents of food deserts, children, older adults, people with disabilities, people experiencing homelessness, and people with special dietary needs.

Emergency Management Phase: Mitigation/Resilience

POLICY CATEGORY	ISSUE AREA	GOVERNANCE	EQUITY CHALLENGES
Economic	Livelihoods	Department of Labor, State/Local Economic Development Departments	Vulnerability is often based on economic status whether it is zip codes with low income communities that do not have the same level of infrastructure or it is individuals that can't afford to fortify their roofing, or get flood insurance.
Governance/ Elections	Voting Rights/ Campaign Finance Reform	Board of Elections/ State Legislature/ Federal Government/Courts	Lack of representation, undue influence of corporations, voting restrictions, all combine to disenfranchise many from being a part of a true democracy of inclusive decision making around myriad systems, including ones that govern disaster protection and resilience.
Immigration and Naturalization	Detentions, Deportations, and Lack of Due Process	Congress, state legislatures, Department of Homeland Security, etc.	Climate of fear and families fractured by separation make individuals, families, and communities more vulnerable to disaster impacts and less likely to seek needed assistance in the context of disasters.
Penal/ Criminal Justice System	Racial Profiling, Police Brutality, Mass Incarceration	State Legislatures, Congress	Fractured, over policed communities are less likely to be socially cohesive, prepared, and resilient
Healthcare	Insurance/ Healthcare Access	Congress, state legislatures, Department of Health	People with special health conditions are most vulnerable during and in the aftermath of disasters.

Emergency Management Phase: Mitigation/Resilience

POLICY CATEGORY	ISSUE AREA	GOVERNANCE	EQUITY CHALLENGES
Environmental Protection	Mapping/ Disaster Planning for Toxic Facilities	Congress, state legislatures, EPA, FEMA.	Given the disproportionate citing of toxic facilities in vulnerable communities, not having mapping and planning for these hazards has resulted in tragic circumstances. For example, waste management sites that are too close to frontline communities have resulted bring massive amounts of waste flowing into communities during and after flooding.
Environmental Protection	Liability Trust Fund	Federal government, state legislatures. (depends on what systems are impacted—air, water, land, etc)	Without mechanisms for compensation in the event of a disaster like the BP Oil Drilling Disaster, it takes years for people to be compensated and to fully recover from the impacts they face.
Development/ Construction	Zoning/ Wetlands	Local city council, Zoning boards	Overdevelopment leaves vulnerable communities in flood zones at risk
Environmental Protection	Emissions Reduction	Environmental Protection Agency, Federal Government, State Legislatures, Public Utilities Commission, Public Service Commissions, City Councils	The same facilities and practices that contribute to climate change driven disasters also harm communities that host them every day.

Emergency Management Phase: Preparedness

POLICY CATEGORY	ISSUE AREA	GOVERNANCE	EQUITY CHALLENGES
Local Planning	Equity Based Comprehensive Disaster Plan	Office of the Mayor/City Council	Lack of inclusive planning and decision making leaves some needs/interests completely neglected and unmet.
Various	Early Warning System	Various	The most vulnerable communities can often be missed by the communication channels of the Early Warning Systems
Social Services	Vulnerable Household Mapping	Local Planning Department, Department of Social Services	Too often vulnerable households are identified too late instead of planned for and accommodated in advance.
FEMA Resilience Grantmaking	Social Cohesion	DHS/FEMA	Building social cohesion is often neglected and under-resourced, yet it is the most important pillar to resilience for the most vulnerable communities.
Multiple Sectors	Local Hire/ MWBE Provisions	Office of the Mayor, City Councils, State Legislatures, Federal Government	Many of the service providers contracted during disasters are not representative of the communities most in need of services, which is a pre-existing circumstance that can be remedied in advance to make disaster response more culturally and situationally appropriate.

Emergency Management Phase: Preparedness

POLICY CATEGORY	ISSUE AREA	GOVERNANCE	EQUITY CHALLENGES
Healthcare	Mental Health Services	Department of Health, State and Local Health Departments	In disasters, the most impacted communities more often than not do not have access to culturally appropriate mental health services.
Healthcare	Insurance	Department of Health, State Legislatures, Congress	Low income communities and communities of color are less likely to be insured and are most likely to be under insured, which leaves them vulnerable in terms of being treated and recovering from disasters. It also means they may have untreated chronic conditions that may be exacerbated in the context of disasters.
Transportation/ Emergency Management/ Democracy	Evacuation plans for everyone (differently abled people, homeless people, incarcerated people, elderly people, hospital patients, people in assisted living facilities, people without a car, undocumented people)	Department of Transportation, local/ statewide transit administrations, FEMA	As seen in Puerto Rico, large scale evacuation plans that move people out of their homes with no plans for helping people return to their homes can be part of a long term political strategy to significantly alter the demographics of an area to make certain political agendas more expedient.

Emergency Management Phase: Preparedness

POLICY CATEGORY	ISSUE AREA	GOVERNANCE	EQUITY CHALLENGES
Housing	Insurance (flood, homeowners, and secondary)	Congress, FEMA, state legislatures	Many people cannot afford insurance. Or they are under insured. With the intensification of the likelihood of flooding there are areas that are not considered flood prone that are now experiencing catastrophic floods. As people who aren't in flood plains don't typically get the flood insurance clause in their homeowners insurance, they are left without recourse when disaster strikes

Emergency Management Phase: Response

POLICY CATEGORY	ISSUE AREA	GOVERNANCE	EQUITY CHALLENGES
Stafford Act	Disaster Declaration	Executive Office— Office of the President of the United States	Studies show that governors from swing states who are not term-limited and can run again request disaster aid above and beyond the amounts suggested by actual need. Many of the poorest states with the most vulnerable communities are not in swing states.
Department of Transportation	Evacuation	Department of Transportation, Local Planning Department	Low income communities and communities of color are often the least mobile and thus the most at risk of perishing or being injured due to an inability to evacuate in time

Emergency Management Phase: Response

POLICY CATEGORY	ISSUE AREA	GOVERNANCE	EQUITY CHALLENGES
Environmental Protection	Toxic Facilities	EPA, State and local environmental protection agencies	Given that toxic facilities are disproportionately cited in communities of color and low income communities, too often efforts at containment during disasters are too little too late.
Immigration	Immigrant Disaster Assistance	INS/Department of Homeland Security	People in dire need of assistance avoid authorities for fear of deportation. ICE raids have occurred in the aftermath of disasters, therefore imposing a climate of fear on top of the stress of the disaster itself.
Housing	Inclusive shelters	Department of Homeland Security, FEMA, American Red Cross	Shelters have prohibited people with criminal records. Additionally, undocumented people may be afraid to go to a shelter if the shelter does not explicitly state that they do not ask about immigration status.

Emergency Management Phase: Response

POLICY CATEGORY	ISSUE AREA	GOVERNANCE	EQUITY CHALLENGES
Housing	Inclusive shelters	Department of Homeland Security, FEMA, American Red Cross	Gender non-conforming people can face discrimination or violence when seeking shelter, due to gender binary separations of living facilities and/or when using sanitation services within shelter systems.
Healthcare	Interim health treatment and prescriptions	Local Health Department	Low income communities and communities of color more likely to have pre-existing health conditions that could be exacerbated by the disaster situation
Housing/ Health/ Criminal Justice	Special Housing/ Populations Incarcerated persons, people in nursing homes, people with disabilities, etc.	Department of Health, Housing, Department of Corrections, Federal Bureau of Prisons	Recent disasters have revealed neglect and abandonment of vulnerable populations including incarcerated persons, people in nursing homes, people with special health/ability challenges, etc.

Emergency Management Phase: Recovery

POLICY CATEGORY	ISSUE AREA	GOVERNANCE	EQUITY CHALLENGES
Economics	Price gouging	State legislatures	Increased prices due to price gouging make basic necessities inaccessible to people who cannot afford to pay the increased price.
Waste management infrastructure	Waste disposal	EPA provides guidance to local governments	Waste disposal sites are often located in or near communities with little political power (usually poor communities of color).
Emergency Management/ First Response	Containment/ Clean Up	FEMA/Local Emergency Management/ Bureau of Prisons, Department of Labor	Incarcerated persons are often called into service to fight fires, for toxic clean-up, etc. without an appropriate and just level of attention to their rights and safety.
Housing/health	Guidance on Safe Return, Access to Muck-Out Kits	Department of Health, Local Emergency Management Department, Local Housing Agency, HUD, USDA, FEMA	Low income communities and communities of color are more likely to be in flood plains, more likely to be flooded have flood insurance. Thus, there have been innumerable instances of people going back to households with unsafe conditions (mold, other toxic substance, etc.) resulting in health harming exposure.

Emergency Management Phase: Recovery

POLICY CATEGORY	ISSUE AREA	GOVERNANCE	EQUITY CHALLENGES
Housing	Damage Assessments	FEMA	There have been a plethora of reports of flawed damage assessments, which differentially affects people who are most vulnerable and hampers the goal of returning households to wholeness and livability.
Housing	Temporary housing	FEMA “Housing Solutions Group”	People with criminal backgrounds and undocumented people are often barred from accessing any sort of publicly funded housing.
Housing	Temporary housing	FEMA “Housing Solutions Group”	Housing assistance programs often aren’t aligned, forcing the households with need to continuously provide documentation and delaying recovery to the point where they often give up.
Housing	Temporary housing	FEMA “Housing Solutions Group”	Temporary housing has been terminated before people are ready/able to be established in permanent housing, thereby resulting in destabilization and even homelessness.

Emergency Management Phase: Recovery

POLICY CATEGORY	ISSUE AREA	GOVERNANCE	EQUITY CHALLENGES
Stafford Act/ Emergency Management	FEMA Individual Assistance	Department of Homeland Security/ FEMA/ Small Business Administration	System can be difficult to understand and navigate. Barriers in navigation have been documented with regard to people who are physically impaired, elderly, families without transport or broadband access, and non-traditional families (such as homes with multiple heads of household in the same dwelling). SBA loan application requirement in order to qualify for FEMA funds is confusing.
Stafford Act/ Emergency Management	FEMA Individual Assistance	Department of Homeland Security/ FEMA/ Small Business Administration	Eligibility cutoffs don't account for the disproportionate impact that even a minor financial blow can have on poor families.
Stafford Act/ Emergency Management	FEMA Individual Assistance	Department of Homeland Security/ FEMA/ Small Business Administration	Reportedly there is a higher rate of denial among more vulnerable families. However, FEMA does not collect important demographic

Emergency Management Phase: Redevelopment

POLICY CATEGORY	ISSUE AREA	GOVERNANCE	EQUITY CHALLENGES
Public services funding	Community Development Block Grant Program (CDBGP)	Federal dept. of Housing and Urban Development, state level departments of housing and community development	Sometimes CDBGPs are offered in exchange for giving up other kinds of public funding which means some needs are forsaken.
Public services funding	Community Development Block Grant Program (CDBGP)	Federal dept. of Housing and Urban Development, state level departments of housing and community development	Most communities don't merge long-term community development plans into and around disaster activities. So, long-term goals like inclusion and desegregation are delayed.
Housing	Anti-gentrification policies	Zoning laws (zoning boards in local cities) (mayor, city commissioners)	Zoning laws created without the input of the communities that they affect can lead to heightened racial segregation, limited opportunity for local businesses and other inequities.

Emergency Management Phase: Redevelopment

POLICY CATEGORY	ISSUE AREA	GOVERNANCE	EQUITY CHALLENGES
Housing	Longer Term Housing	HUD/USDA/ Local Housing Authority	Housing that was financed by states/ localities using disaster recovering funding after Katrina, subsequently increased rents as much as 4 fold when the term of the post disaster agreements expired, thereby rendering households evicted. Homeless rates have at least doubled in New Orleans and other Katrina impacted areas compared to pre-Katrina rates.
Energy	Renewable Energy/ Distributed Generation	State Legislatures, Public utility/service commissions, Department of Energy	Private utility companies have tried to pass laws that make it more difficult for local communities to take control of their own energy grids.
Development	Community Benefits Agreements (legally binding)	Real estate developer, relevant/ affected community groups, try to build a broad-based coalition, ask local public officials to come out in support of this	Too often the most vulnerable communities are powerless in deliberations regarding redevelopment and their needs/interests are ignored/ disregarded.

Emergency Management Phase: Redevelopment

POLICY CATEGORY	ISSUE AREA	GOVERNANCE	EQUITY CHALLENGES
Electoral districts	Redistricting laws	Governorships, state legislatures during census years, committee/ commission or a board in charge of redistricting laws	Gerrymandering dilutes the power of minority groups by separating them into different electoral districts. Prison-based gerrymandering is particularly concerning because of the racial dimensions of our criminal justice system.
Public services funding	Disaster assistance funds	FEMA, local EMA officials	If equity is not an integral consideration in the process of deciding where to allocate relief funds marginalized groups can potentially be excluded from receiving the assistance they need.
Housing, education, energy	Privatization— (schools, housing, energy and transportation sectors and general austerity measures)	State/ local redevelopment Commissions (members are often appointed by the city commissioner),	Private interests and conservative politicians have been known to exploit post-disaster shock to shrink the public sphere and promote austerity measures. For example, after devastating hurricanes the governments in New Orleans and Puerto Rico began trying to shut down public schools and privatize other public services.

Emergency Management Phase: Redevelopment

POLICY CATEGORY	ISSUE AREA	GOVERNANCE	EQUITY CHALLENGES
Development	Planning	Local Planning Department	Redevelopment efforts that value profits over people can lead to gentrification and exploitation that diminish local, culturally rich enterprises.
Housing	Housing assistance funds FEMA, state	FEMA, state government, local government, other organizations offering assistance funds	The allocation of housing assistance funds can discriminate against LGBTQIA people by giving priority and/or preferential treatment to same sex families or couples.
Land Use Planning	Re-Zoning	Zoning Board	Wellbeing of people has been devalued in the quest for profit so zoning can fail to protect people from pollution or other hazards, such as sea level rise and storm surge
Housing/Land	Planned Retreat	Department of Interior/HUD/USDA/, Local Planning Department	Often planning and resource allocation do not match needs because communities are not in the driver's seat

Emergency Management Phase: Redevelopment

POLICY CATEGORY	ISSUE AREA	GOVERNANCE	EQUITY CHALLENGES
Housing/ Land	Right to Return/Right of First Refusal	HUD/USDA/ Department of Interior, Local Housing Authority	Persons most likely to face long term or permanent displacement are the most vulnerable households
Various-- Health Labor Business Housing	Data Tracking—Long term tracking--Health, Deaths, Housing/ Return, Jobs/ Business, etc.	Department of Health, Department of Labor, Department of Commerce, HUD, USDA	Often these long-term impacts, which disproportionately impact vulnerable communities/individuals are not counted or are under-counted.

Sampling of Equity in Emergency Management Policy Recommendations

We offer the following policy recommendations as advocacy tools for all phases of the emergency management continuum. Keep in mind that this is by no means an exhaustive list.

Emergency Prevention and Mitigation

- Expand funding for disaster mitigation projects, such as the FEMA's Pre-Disaster Mitigation (PDM) Grant Program.
- Require FEMA to make equity improvements to the mitigation planning process by, for example, better addressing and engaging low-income, physically challenged, and limited-English proficient residents.
- Reform land use policies including siting and zoning regulations to improve community resilience, including preventing future construction in floodplains and ensuring that homes are not located in proximity to hazardous facilities. Ensure that zoning codes and ordinances for urban and rural development take into account possible risks related to climate change.

- States and localities should adopt and enforce the most current version of the International Building Code and the International Residential code to ensure that more resilient structures are built and that communities are better protected from all types of hazards and disasters.
- Require toxic and industrial facilities to identify, document, and make public hazardous materials and conditions, the potential consequences of major releases, the specific measures that can address these scenarios, and possible further measures to reduce hazards.
- Reinstate the Federal Flood Risk Management Standard, or create a flood protection standard that achieves comparable outcomes. Apply measures to ensure that FEMA flood maps are updated every five years, at minimum, and account for future conditions projections like sea level rise, changes in rainfall, etc. Address inequities in access to and availability of flood insurance.

Emergency Preparedness and Resilience Building

- Support resilient energy systems, including the development of distributed energy generation and electric microgrids with robust storage systems. Ensure that recovery energy investments advance resilient and sustainable energy systems.
- Expand economic opportunities to strengthen community resilience and support racial equity. Pass local and targeted hiring provisions for publicly funded projects (including green infrastructure projects) and incorporate job-training programs as needed.
- Adopt and apply vulnerability assessments and infrastructure resilience guidelines to all publicly funded infrastructure investments.
- Adopt programs that specifically serve and assist low-income households that are vulnerable to natural disasters in relocating or improving their homes to be more resilient to the impacts of disasters.
- Expand green and resilient infrastructure financing to protect communities from the impacts of climate change and extreme weather events, with specific measures that mandate that investments are allocated equitably. Consider green infrastructure options in all infrastructure investments and in emergency planning/preparedness.

Emergency Response and Relief

- Invest public monies in communication and planning strategies to effectively share critical information during emergencies and disasters.
- Support transit system resilience. Expand public transit access on a regional scale to improve mobility access during extreme weather and other disaster events.
- Pass mutual aid agreements in order to facilitate the rapid sharing of emergency aid and resources among jurisdictions, governments, and organizations.

Emergency Recovery and Redevelopment

- Mandate that any jurisdictions receiving federal disaster aid and recovery funding utilize an environmental justice analysis in recovery planning and policies crafted to support redevelopment and establishment of recovery plans.
- Direct state and local officials receiving disaster aid to develop rebuilding plans that prioritize cleanup and rebuilding efforts in neighborhoods within a five-mile radius of Superfund sites, refineries, chemical plants, and other industrial facilities.
- Direct FEMA to dedicate special funding for the rehabilitation of public housing stock as a part of post-disaster redevelopment.
- Reform housing recovery programs to increase housing choice for vulnerable populations, including relocation to less exposed locations and/or structural improvements to homes that will withstand future disasters.
- Establish community benefits policies (such as the incorporation of community benefits agreements) to ensure that all post-disaster redevelopment projects benefit and meet the needs of the local community or neighborhood.
- Increase funding for flexible programs to support smart, resilient rebuilding strategies.
- Allocate sufficient funding for the FEMA Disaster Relief Fund so that long-term recovery efforts in addition to immediate needs are adequately funded.
- Reform the use of Community Development Block Grants in disaster recovery so that there is more effective oversight and accountability to ensure that the program is implemented equitably and advances fair housing principles.

- Guarantee the Right to Return for all residents. Federal, state, and local policymakers must ensure that residents can return to re-built, repaired, or newly constructed housing. Additionally, residents must be guaranteed a political voice throughout the process, as well as physical shelter and basic needs.
- Expand tenant vouchers and use them as a means to address not only housing, but other important social services including education, health care, job training, and transportation.

Continuum-Wide

- Incentivize participatory budgeting processes for public funds allocated to emergency management, including emergency planning, preparedness, and recovery.
- Expand resources and tools specific to community planning and capacity building in order to establish a coordinated suite of assistance that enhances and streamlines access to the recovery expertise needed by impacted communities.
- Cities and counties should incorporate mitigation, preparedness, response, and recovery planning into regular and ongoing comprehensive community planning and capital investment planning. Whenever possible, planning processes should be conducted through democratic and participatory practices to ensure community engagement.
- Enforce air quality regulations, mandate air quality monitoring, and make data accessible to the public. Ensure that polluters are held accountable for violations.

Key Action Steps

In this module we outline the key steps that NAACP units and other community-based organizations can take to advance equity in emergency response and relief:

- Develop policy solutions
- Influence policymakers
- Develop a story-based strategy
- Work with the media to expose injustice

Developing Policy Solutions

One way to create a more equitable emergency management system is to advocate for changes in public policy. Laws exist on the local, state, and federal level governing emergency management. As we discussed previously in this toolkit, emergency management always begins on the local level. Local elected and appointed officials shape laws, policies, and budgets that aid in emergency mitigation, preparedness, relief, and response practices. The state government supplements local efforts if needed before, during, and after emergency incidents. Again, state lawmakers enact laws, policies, and budgets that shape emergency management practices on the state level. If a state anticipates that its resources may be exceeded, the governor may request assistance from other states or the Federal Government. As we've explained already, the Stafford Act gives the President of the United States the authority to support state and local governments following a major disaster.

In this section we outline how engage in legislative advocacy on the local, state, and federal levels.

What is Legislative Advocacy?

Legislative advocacy is when an individual or community advocates for a policy or law to governing bodies (include a city council, state congress, U.S Congress, etc.). Examples of legislative advocacy include:

Advocating for a bill. For example, a bill supporting specific legislation, like mutual aid agreements.

Advocating for a local ordinance. A local hire ordinance or green infrastructure regulations are two examples of local policy that are introduced and passed on the local level. Land use decisions such as zoning policies are often determined through local ordinance as well.

Budget advocacy. Federal, state, and local governments create and approve budgets every year. A good way to make sure climate justice interests are being listened to and protected is by advocating for funding.

A Step-By-Step Guide to the Legislative Process

There are several steps getting successfully involved in the legislative process. Below is a basic guide on how to get involved in the legislative process. The legislative process is pretty similar on the state and federal levels.

Become familiar with the legislation. Consider the following questions:

1. How does it benefit the community?
2. How does it impact the state's economy?
3. What are the pros and cons to this piece of legislation?
4. What similar legislation already exists?
5. Why should the representative be interested in passing this legislation?

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3. What are the pros and cons to this piece of legislation?

4. What similar legislation already exists?
5. Why should the representative be interested in passing this legislation?
6. How does this piece of legislation promote civil rights and why is that important?
7. How does this legislation compare to other states that have passed similar bills?
What were the impacts of passing the bill in these states?

Gather the support of community members and organizations that are working on climate justice, economic justice, racial justice, and health justice

1. Inform NAACP members and partners of how this policy will positively impact the causes they are passionate about.
2. Inform community members about the various ways this policy will create a more resilient community.
3. Create a working group of community members and representatives from partner organizations to help carry out this campaign.
4. Contact media about the legislative campaign and hold educational meetings and town halls about the intended piece of legislation.

Create a team

1. Create specific roles for each of the members of the ECJ Committee or team. Possible roles include people to lead, people who research and draft proposals; a communications officer to be public relations person and point of contact; a grassroots manager to manage activists and organizing; and a liaison who's responsible for building a coalition.

Design the policy

1. The ECJ Committee, partners, and stakeholders can work together to create a clear message for the legislative campaign.
2. Is the goal of the campaign to pass legislation? To strengthen current policies? To promote certain programs that align with climate justice? To increase funding for standing legislation?
3. What are the solutions that this piece of legislation is promoting and are they feasible in the state's current economy, the current political and social climate, and the success of these policies in other states?
4. Write the legislation if the goal is to pass a new bill. If the goal is to amend an existing policy, create a detailed list of changes that the ECJ Committee and partners would like to make to the policy (including any budgetary proposals).
5. A bill should include the following:
 - The general rule, or the message of the bill
 - Exceptions to the rule, or who or what the bill does not apply to
 - Special rules, or if the main message applies differently to some parties
 - Transitional rules

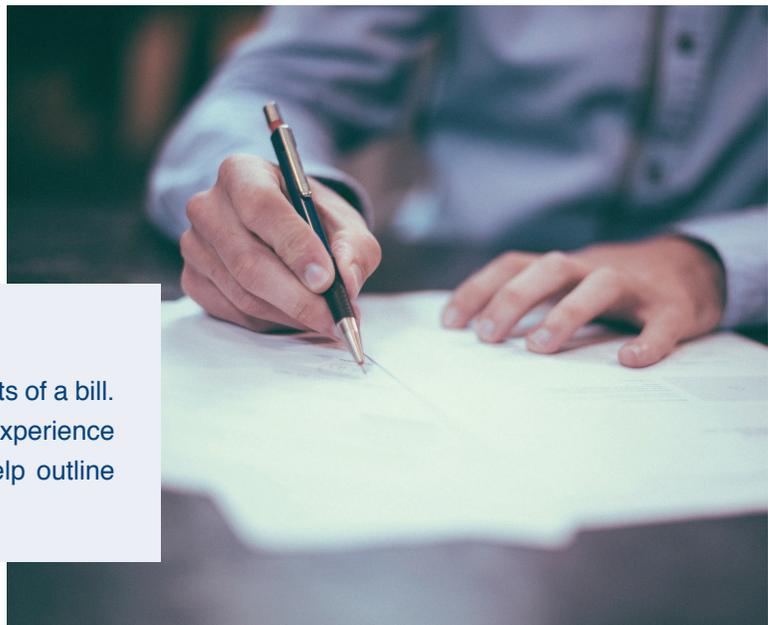
- Other provisions
- Definitions
- Effective date (when the law would go into effect if passed)
- Authorization of Appropriations

Gather the support of local representatives.

1. Get to know local representatives, the issues they care about, and their history in advocating for (or against) environmental justice or climate justice policies.
2. Contact them through emails, letters and phone calls and invite community members and partner organizations to do the same.
3. Invite them to town halls, education sessions and community meetings so that they can hear directly from the impacted communities.
4. Organize a one-on-one meeting with them to present the piece of legislation.

Stay engaged in the campaign until the bill passes.

1. Keeping the media and the public updated on regular advancements in the campaign is key.
2. Keep in contact with legislators that are interested in the bill and keep underlining the importance of the bill.
3. Stay engaged through social media. Post updates through Facebook, Twitter and Instagram and encourage people to engage in the campaign.



How to Write a Bill

Table 1 outlines the basic components of a bill. ECJ Committees with little or no experience writing bills can use this chart to help outline the intended bill.

Table 1: How to Write a Bill

SECTION OF THE BILL	DESCRIPTION	COMPONENTS OF YOUR BILL
<p>Short Title</p>	<p>A phrase by which the bill will be referred. For example, “The Clean Energy Act”</p>	
<p>Statement of Policy</p>	<p>Describes the policy behind the bill. Discuss why this bill is being introduced and why it is important.</p>	
<p>Leading Purpose</p>	<p>States the purpose of the bill. This states the specific intents of the bill and the actions and programs that will be implemented following the passage of the bill.</p>	
<p>Subordinate Provisions</p>	<p>Conditions, exceptions and special cases.</p>	
<p>Administrative Provisions</p>	<p>States the entities are responsible for administering and regulating the bill.</p>	
<p>Transitional Provisions</p>	<p>States the provisions (if any) that are temporarily necessary in order to implement of the piece of legislation.</p>	

SECTION OF THE BILL	DESCRIPTION	COMPONENTS OF YOUR BILL
Penalties	States any penalties for parties that fail to follow the requirements of the bill.	
Effective Date	What date will the bill go into law? Usually, it is effective as soon as it is passed.	
Definitions	Define any ambiguous or uncommon terms.	

Passing Local Policy

Most city councils, the bodies that pass local policy, can take action in one of two ways: through ordinance or resolution. An ordinance is a rule, law, or statute passed by locality such as a city, town, or county. An ordinance has the force of law and is more permanent than a resolution. A resolution is a formal expression of intention or the position of a city or county. While resolutions tend to have less permanence and be less detailed than an ordinance, this can sometimes make resolutions an appropriate initial step in a campaign to change local policy.

Tips for passing policy on the local level

- Study the legislative process in the town or city**
 The process for passing policy on the local level through city council resolution or ordinance varies from place to place. For example, in some cities residents can submit directly to the agenda while in others a councilperson must introduce an item. Get to know local policymakers and the general legislative process in the community in order to determine how to best advocate for the policy within that process.

- Build community support**
 The more effectively the team is able to demonstrate widespread community support for the policy, the more likely it is to pass. Build a diverse group of community members who support the cause. Work together to shape the policy and create a strategy to pass it. Depending on the strategy, including policy makers could be a good way to build community support.
- Pay attention to language standards**
 Focus on using mandatory language, such as “must” or “will”, instead of discretionary language, such as “may.” Especially when trying to pass a law, mandatory language helps create a legally binding duty for the adopting body, etc.
- Be accurate and precise**
 Remember that the ordinance or resolution is an official document. Pay close attention to accuracy and avoid sweeping allegations. All of the content in the ordinance or resolution should “hold up” and maintain credibility.
- Remain open to revisions**
 Keep in mind that the policy might have to go through a revision process before the council passes it. Consider what, if any, content is flexible or can be compromised. With that said, determine what components of the policy are not flexible or up for debate.

How to Write an Ordinance

While ordinances tend to follow a basic structure, each city or county has specific requirements such as style, language, content, etc. While it is a good idea to research local specifications and requirements, Table 2 outlines the basic components of local ordinance.

Table 2: How to Write an Ordinance

SECTION OF THE ORDINANCE	DESCRIPTION	COMPONENTS OF YOUR ORDINANCE
Ordinance Number	The number of the ordinance. This is for indexing and reference (find out the numbering process in the locality).	
The Caption	The caption is similar to a title. The caption briefly describes the subject of the ordinance.	

SECTION OF THE ORDINANCE	DESCRIPTION	COMPONENTS OF YOUR ORDINANCE
Definitions	A section listing definitions of key terms used in the ordinance. This is optional.	
Preamble or Whereas Clauses	These clauses are optional, but ordinances will sometimes include introductory recital section with background information or the purpose of the ordinance. Recitals can be used to explain the motivation behind an ordinance, to help set the foundation, give authority, or explain intent.	
Ordaining Clause	A phrase reading, “Be it ordained by the city council of the CITY, STATE”	
Body	The body of the ordinance is usually broken down into sections according to subjects.	
Penalty Clause	The clause that states the penalty for violating the ordinance.	
Conclusion	The conclusion includes the statement that the ordinance was passed and approved, giving the date of passage, and the required signatures. Research what signatures and official information the locality requires.	

How to Write a Resolution

While resolutions tend to follow a basic structure, each city or county has specific requirements such as style, language, content, etc. While it is a good idea to research local specifications and requirements, Table 3 outlines the basic components of local resolution.

Table 3: How to Write a Resolution

SECTION OF THE RESOLUTION	DESCRIPTION	COMPONENTS OF YOUR RESOLUTION
<p>Short Title</p>	<p>A phrase by which the resolution will be referred. For example, “Vision of 100% Clean Energy Powering the City of Atlanta’s Needs by 2035.”</p>	
<p>Statement of Purpose</p>	<p>A statement summarizing the purpose/intention of the resolution.</p>	

SECTION OF THE RESOLUTION	DESCRIPTION	COMPONENTS OF YOUR RESOLUTION
<p>Whereas Clauses</p>	<p>Statement(s) typically beginning with “whereas” that provide background information contextualizing the resolution.</p>	<p>WHEREAS,</p> <p>WHEREAS,</p> <p>WHEREAS, (etc.)</p>
<p>Operative Clauses</p>	<p>Statement(s) that the Council act upon. These clauses typically start with “be it resolved” followed by an active, present verb calling upon certain bodies to act. These clauses can contain recommendations for specific action, statements of opinion, and/or requests for further consideration.</p>	<p>NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY,</p> <p>BE IT FURTHER RESOLVED,</p>

Influencing Policymakers

There are many ways constituents can contact elected representatives to share concerns, priorities, needs and desires. Regardless of which method you choose to contact them, always remember to be polite, make a cogent and assertive (yet respectful) argument, and always ask for a reply or response. It also helps to always transmit something in writing, so that they have a record of your interests and ask for a written response in return so you have an indisputable record of their positions and promises.

Personal Visit

For most members of the House and Senate, the best way to communicate with them is a personal visit. A face-to-face meeting may be the most effective way to communicate your concerns to legislators. You can visit alone, but it's often more effective to visit with others. We outline pointers below for how to organize and conduct a personal visit with a legislator.

How frequently to visit?

Once or twice a year is probably as much as a Member of Congress will see you. State legislators are more accessible. If you represent an active group of voters, all legislators are more likely to see you than if you go alone. It is more effective to help other people to visit than to try to go frequently yourself.

How many people should go on a visit?

You can go alone, although two to five people will fit comfortably in most D.C. and local offices. Fewer people allow more discussion; large groups tend to allow the legislator to dominate and give speeches.

How to visit?

1. Make an appointment:

- Call the legislator's office to make an appointment. If you have access to the Internet, you will be able to find the legislator's office phone number online. This information is typically readily available on the legislator's webpage (www.house.gov or www.senate.gov). Those without access to the Internet can get the local office number from the telephone book (look under the legislator's name). Get a Member of Congress' D.C. number by calling the Capitol Switchboard in D.C. (202/224-3121).
- Ask to speak to the appointment secretary and request a meeting. State the issue you want to discuss, how many people will be coming, whether you represent a group, preferred dates for visiting, and how long you want to speak with the Member.

- Oftentimes, Members of Congress will also ask that a letter be emailed, faxed, or mailed to their office with the same information, so you may want to have that letter prepared in advance. The earlier you call, the more likely you are to get a date you want. It often takes weeks to get an appointment with a Member of Congress.
- Most visits run between ten and thirty minutes, but don't hesitate to ask for more, especially if you're visiting the legislator during a workday in their office.
- Write down the appointment secretary's name for future use. You may be told that the legislator cannot meet with you, or cannot see you for months. Just repeat your request. Say, "That seems like a very long time. Could you please arrange an earlier date?" They may say they'll call you back.
- Call back in a week if you haven't heard from them. If after several calls you still didn't have an appointment, find several community leaders, such as clergy, business or labor leaders, or professionals, to join you. Invite other groups (another congregation's social concerns committee or a community organization) to join you. Have them call or write using letterhead to request a meeting. If this doesn't work, ask to speak to the Administrative Assistant (the Legislator's right-hand staff person).
- While you can visit a legislator in Washington, D.C., most people will opt for a meeting in a local office. The legislator may be more available back home, and more people can participate. Many members go home for most weekends, and there are traditional "district work periods" around most holidays (i.e., Memorial Day, Labor Day and the Fourth of July) in the early spring and for the month of August. Many members can also be found in their home districts after Congress adjourns for the year, usually in October or November. Many members also hold town hall meetings in their districts throughout the year; you can call their district offices to ask if one is planned for your area, and if so when it will be.

2. Prepare for the visit:

- **Establish a profile of the member you are going to meet.** Review the legislator's voting record, look up the committees and subcommittees the legislator serves on. If you have access to the Internet, look up his or her web site (www.house.gov or www.senate.gov) and review the past press releases. The press releases will give you a sense of what he or she has been doing to date; the committee and subcommittee assignments should give you insight into the issues the legislator tends to be more involved in. Can you relate your concerns to the committee assignments?
- **Decide what your message will be.** Choose no more than two issues. Make a list of "key points" and include ways that constituents are affected.
- **Decide who will say what.** Who will start the meeting to say why you've come? Who will state each

key point? Who will ask which questions? Who will ask the key point? Who will ask which questions? Who will ask the legislator to take specific action? Who will thank the legislator at the end of the visit? People don't have to talk in order to go on the visit, but it's better to share the communicating -- it shows the Member that everyone thinks for themselves. Be prepared to explain (in one sentence) any bills you refer to; the Member may not be familiar with the bill or when it is scheduled for a vote. Do a dry run, with each person briefly stating their part of the message. You'll discover where there is confusion and overlap of points. Visits may be cut short. Be prepared to state your message and make your request in a few minutes.

- **Prepare responses.** How do you expect the legislator to respond? Prepare answers.
- **Take a fact sheet, newspaper article or any supporting information that supports your view.** Give it to the legislator at the end of the meeting.
- **Decide what specific action you want.**

3. Visit the legislator:

- **Take the initiative.** Say why you're there. Everyone introduce themselves. Mention your profession, background, and/or how you relate to the issue. Mention organizations that you belong to (i.e. NAACP).
- **Thank the legislator for something** -- a vote, a speech, an electoral promise or their willingness to hear constituents' views.
- **Mention a past vote on your issue.** This shows that you follow how they vote and know that votes count, not promises! If no vote has been taken, try to determine if the legislator has ever taken a position on your issue (such as co-sponsoring legislation, etc.).
- **State your message briefly and succinctly.** State your view, your reasons for having that view ("key points"), and other constituents who share your view (including organizations). [Lobbyists use a single page of "talking points" to help them state key points briefly.]
- **Ask for a specific action.** Be sure to ask how they plan to vote. If they say that the bill is being rewritten or amended, ask for the legislator's position on the bill as originally written. **KEEP ASKING UNTIL YOU GET SOME ANSWER.** If they don't have a position, ask how they plan to decide.

4. Debrief the meeting:

Learn from the visit and decide what to do next. If you visited as a group, go to a place where you can sit together and talk. (Do it now while everything is fresh). Here are some ideas of debrief questions to get you started:

- Quick Impressions: Each person takes a turn filling in the sentence, “I feel about the meeting because _____.” If some people dominate, say, “You’re saying important things, but let’s hear from everyone quickly.”
- What went well? Make a list together.
- How did the Legislator or staff person respond to the group? Non-committal, bored, interested, hostile, encouraging, defensive, uncomfortable, etc.? (Body language? Words? Tone of voice? Length of meeting?)
- What did you learn about the legislator? Any insights into their feelings about your issues, feelings about you as constituents, reliance on staff for information, or methods for handling meetings with constituents? (If you met with staff, did she/he give you insights about the legislator? Did staff tell you about the legislator’s views or voting behavior?)
- What should the next step be? (Letters? Media? Another visit?)
- Who will send a follow-up letter to the legislator or staff to thank them for the meeting and restate key points?

5. Follow up:

Learn from the visit and decide what to do next. If you visited as a group, go to a place where you can sit together and talk. (Do it now while everything is fresh). Here are some ideas of debrief questions to get you started:

- Write a letter to the legislator or staff person, thanking them for the meeting, briefly restating key points and reminding them of commitments they made.
- If you promised to do something (provide follow up information, etc.), do it. It’s important to your credibility.
- Report on the visit to your organization, congregation, or other interested group (i.e. NAACP branch, ECJ Committee, local VOAD, etc.)
- Ask people to write a letter (mentioning that you briefed them). Bring paper, envelopes, stamps, and pens.
- Call local media groups to report what happened in your visit.

Write a letter

Because office visits are sometimes difficult to schedule, especially in a timely manner, letter writing is usually the next best option. There are several ways of communicating through the mail with your elected representative; a hand written letter, a form letter, a post card or a petition. Hand written (or personalized typed / computer written) letters are usually the best, since they convey to your elected representative that this issue is important enough to you that you took the time to write a personal letter. Short of that, a form letter is also effective. Postcards and petitions can also be useful in making a point, especially if you have large numbers of people sending in the same postcards or signing the petition.

ADDRESSING LETTER TO REPRESENTATIVE:

The Honorable [INSERT NAME]
U.S. House of Representatives
Washington, DC 20515

ADDRESSING LETTER TO SENATORS:

The Honorable [INSERT NAME]
United States Senate
Washington, DC 20515

NOTE: when writing to members of the House of Representatives or Senate in Washington, all you need is their name and the zip code “20515.” Room numbers and street addresses are not that useful, as the mail sorters do not use them since Members tend to move offices frequently.

For all your written correspondence it is usually a good idea to put a reference line (i.e., RE: SUPPORT GREEN INFRASTRUCTURE LEGISLATION) near the top of your letter (above the salutation), so the subject of your letter is never in doubt. Also, you should always ask for a response near the end of your letter indicating the member’s position on the issue, and what he/she intends to do. On all written correspondence, you should also always be sure to include a signature and print your name legibly, as well as your address so that you can receive a response.

Make a phone call

To contact your Representatives / Senators in their district offices, you can begin by looking up their phone number in the phone book, usually in the blue section under “US Government Offices.” You can also look on the Internet at www.house.gov or www.senate.gov. To contact your Representatives / Senators in their Washington, DC office, you can dial the Capitol Switchboard at (202) 224-3121 and ask to be patched through to your Senators / Representative. In every case, when you call your Representative or Senators, you should always be polite, speak clearly, and leave your name and address and ask for a response.

Using Stories as Advocacy Tools

Stories are the most compelling advocacy tools we have when advocating for equity in emergency management, because one can’t refute lived experiences. Powerful stories (or narratives) of people’s lived experience can change how people view the world or a specific situation. Whether it is advocating for policy change or communicating with the media, telling stories is one of the most effective strategies we can use to build equity into emergency management.

Crafting a Story-Based Strategy

In this section, we use tools from our allies at **The Center for Story Based Strategy** to explain how to harness the power of story telling to move decision makers and the public to action. To dive deeper into narrative-strategy go to www.storybasedstrategy.org.

Story-based strategy harnesses the power of narratives, or stories, for social change. Stories help us understand ideas, make connections, build relationships, name problems, and mobilize people to act. As humans we use stories to relate to one another and build connection in community.

There are certain stories that are used to understand topics like climate change, and these stories might not include or resonate with the community. For example, one common story we use to talk about climate change is polar bears being left stranded as icebergs are melting. How can we change the stories we tell to understand climate change to include the impacts that climate change has on our communities? Consider how these stories can be used as tools for uniting, inspiring, and empowering our communities in the fight for climate justice and equity in emergency management. This all might sound a bit abstract now, so we'll walk through the basic steps to developing a story-based strategy.

Elements of a Story

We use five elements of a story to analyze our opposition's stories and to write our own. Keep in mind that "the opposition" isn't always an actual opponent; it could be the "status quo" or the most common stories that are told about emergency management. For example, an "opposition" story may be one that portrays the population of people who did not evacuate before a disaster as foolish but fails to include context about the limitations that these groups faced in being able to evacuate (i.e. lack of transportation, etc.). Another example of an opposition story would be a story that focuses on property damages rather than human lives.

Table 4: Elements of a Story

ELEMENT	DESCRIPTION
Conflict	This is the backbone of narrative, what defines the drama, point of view, and makes the story interesting.
Characters	Subjects, protagonists, and narrators of stories
Imagery	Words to capture imagination with metaphor, anecdote, and descriptions that speak to the senses and make the story tangible.
Foreshadowing	Words to capture imagination with metaphor, anecdote, and descriptions that speak to the senses and make the story tangible.
Underlying Assumptions	Unstated parts of the story that must be accepted in order to believe the narrative is true.

Step 1: Break Down the Power

Start by getting specific about your goals, audiences, targets and constituencies. Think of it this way: the story is the house and these are the foundations on which to build the story. Identifying these cornerstones begins the process of developing a story-based strategy. Here is a table to outline the four cornerstones.

Table 5: The Cornerstones of your Work

CORNERSTONE	QUESTION	YOUR RESPONSE
Goal	What specific change are you trying to achieve?	
Audience	Who are the specific groups of people that you most need to reach and persuade?	
Target	Who is the decision-maker that can make this desired change happen?	
Constituency	Who is your base? The organized groups of people or communities who you already work with, represent, or share common interests with.	

Step 2: Break Down the Opposition's Story

Break down the opposition's story into its component five Elements of Story. The "opposition" might not be an enemy; often the opposition's story is really just the status quo story, or the story that is most widely accepted as reality. Respond to the questions in Table 5 to help break down the opposition's story.

Table 6: Elements of the Opposition's Story

ELEMENT	THE OPPOSITION
Conflict	
Characters	
Imagery	
Foreshadowing	
Underlying Assumptions	

**Table 7: Breaking Down the Opposition’s Story
(Or the Common/Status Quo Story)**

QUESTION	YOUR RESPONSE
<p>How does the story make existing outcomes possible or inevitable? In other words, how does the current story relate to the current solutions?</p>	
<p>How does conflict in the opposition story prevent us from talking about our desired solutions? How does the current story limit us from the solutions we need?</p>	
<p>What do we have to believe in order to believe their story is true? What are the assumptions that make their story work?</p>	
<p>What foundational myths are being activated by this story? For example: the destruction that results from disasters is inevitable or out of our control.</p>	

Step 3: Put Your Audience in the Front Row

See your work through the eyes of your audience. The meaning of words and images are determined NOT through your eyes, but through the eyes and hearts of your audience. Who are the people that you need to reach? Hint: the answer is never “the general public.”

Table 8: Identifying your Audience

BRAINSTORM	YOUR RESPONSE
<p>Imagine the audience(s) for your story as specifically as possible. Who are they? What kinds of jobs do they work? Education? What hopes, dreams, fears, and biases do they hold? What movies, shows, books, and entertainment do they consume?</p>	
<p>Is your audience INSIDE our movements? Sometimes we take action to help move our movement organizations and communities on an issue. The previous questions still apply.</p>	

Step 4: Craft Your Story

The point of story-based strategy is not to simply tell a good story. It can be risky to tell an entirely new story instead of changing the story. If the story is too radically different from where people are now, there is a risk of coming off as arrogantly handing out answers. People can only go somewhere that they have already been in their minds, so take them there.

Our Story has to meet the audience where they are. It must challenge the opposition story’s underlying assumptions – taking care to never accidentally reinforce them. Your story must uplift your underlying assumptions and reflect your values and the future you envision.

Table 9: Craft Your Story

STORY ELEMENT	YOUR RESPONSE
<p style="text-align: center;">Conflict</p> <p>Which conflict allows you to move your audience to a clear decision or choice?</p>	
<p style="text-align: center;">Characters</p> <p>Who needs to be introduced, explained away, taken out, renamed, subsumed or broken out, amongst our field of characters in order to reinforce your conflict frame?</p>	
<p style="text-align: center;">Imagery</p> <p>What is the imagery (props, settings, vignettes) that support your conflict frame and reinforce your assumptions?</p>	
<p style="text-align: center;">Foreshadowing</p> <p>What negative foreshadowing can illustrate the cost of not siding with you? This could be the cost to your constituency (agitational) or cost to a target (threat).</p>	
<p style="text-align: center;">Assumptions</p> <p>What assumptions can you uplift and claim that close the window on policies and outcomes you are against and open the window to outcomes you desire.</p>	

Step 5: Choose Where to Intervene

A point of intervention is a place in a system – physical system or a system of ideas – where action can be taken to interfere with the story in order to change it. A point of intervention can literally be a place, or it can be a setting for a message or story.

Choose points of intervention based on where the underlying assumptions of the opposition story are being reinforced and/or on where your key audience(s) will be.

Table 10: Point of Intervention

POINT OF INTERVENTION	DESCRIPTION
Production	A place where things are made. Factories, crop lands, and schools. The realm of strikes, picket lines, crop-sits, etc. Interventions here are often about leveraging labor power or impacting profits.
Consumption	Places where people are in the role of customer. Stores, restaurants, online spaces, TV/movies, etc. Sometimes the only place than an audience has a physical interaction with systems we are changing. The realm of consumer boycotts and markets campaigns.
Destruction	A place where something is destroyed. Dumpsters, minds, clearcuts, landfills, jails, etc. Interventions here are often about stopping the bad.
Decision	Anywhere there is decision making. Corporate HQ, polling places, townhalls, city council meetings, slumlord's office, etc. Interventions here are often about challenging the assumption of who is a legitimate decision maker.
Assumptions	Challenging underlying beliefs/control mythologies. Could also be actions tied to cultural moments or pop culture trends. Or prefigurative actions such as actualizing alternatives.

Step 6: Choose How to Intervene

Now that you've picked a point where to intervene, you need to develop **Action Logic** – the relationship between your story and your point of intervention. The audience should be able to understand the conflict, target, demands, and other key pieces of your story at a glance or from the distance.

Look for **fissures**. Fissures are cracks in the opposition story – points of intervention where the opposition's story is particularly vulnerable, already in process of changing, or extra-valuable as leverage.

Plan action that furthers your story, not just your values. Make your characters clear. Choose imagery that furthers your story. Be careful, it is always possible to have an amazing message, and an exciting point of intervention, but to have action logic that undermines your story, or worse, reinforces your opponent's story. A common example: if the opposition's story is that a marginal group of protestors are the only ones against them, then the action logic of a small sign-holding protest is vulnerable to reinforcing that story.

Your point of intervention is a setting for a chapter in your story. What is happening that setting? Consider:

- How does your Action Logic make your story's conflict obvious? Your actions, signs, and details need to make this clear.
- How might Action Logic set up your opponents as outsiders and your heroes as belonging?
- Which ONE assumption is your choice of point of intervention and Action Logic challenging? More than one is fine, but one is harder than it seems!

Step 7: Check Your Work

F.R.A.M.E.S is a useful acronym representing six quick tests to use before moving a message from the drawing board out into the world. Use F.R.A.M.E.S on your entire action/event plan, not just your top-level messaging.

Table 11: F.R.A.M.E.S.

F.R.A.M.E.S. COMPONENT	YOUR RESPONSE
<p>F=Frame the Issue Does it reinforce the vision and values that you are promoting? Framing means defining the problem, who will be broadly impacted, and the solution.</p>	
<p>R = Reframe Opponent’s Story and Reinforce Our Frame Make sure your message is not just reiterating your opponent’s frame. Reframing means changing the terms of debate on the issue.</p>	
<p>A = Accessible to the Audience Who is your message trying to persuade? Be as specific as possible about the audience and ensure that the message is crafted in terms of language, context, and values that will be appealing to them.</p>	
<p>M = Memorable The message has got to be memorable, easy to spread, and “sticky.” How can you encapsulate your message in a symbol, slogan, or metaphor that captures the essence?</p>	
<p>E = Emotional People don’t sing into action because of a pie chart. An effective message should speak to people in terms of values, and deliver some emotional impact. Trigger emotional responses with themes like tragedy, hope, anger, frustration, and don’t forget joy!</p>	
<p>S = Simple and Short This means to get to the core essence of the issue. What is the most important point of the issue? What is it that makes it matter to your audience?</p>	

Publishing a Media Exposé

Earlier in this toolkit we discussed the various outlets that can be used to file complaints for civil rights, consumer, and environmental violations experienced during disaster or emergency situations. When those avenues fail to bring justice to the impacted community, another strategy is to publish a full feature media exposé to reveal the misconduct. Again, telling stories of lived experiences is one of the most powerful ways to expose (and ultimately, change) inequities in emergency management.

Journalists are often interested in telling these stories too. With that said, it can be difficult to get a reporter's attention even when there is a compelling story to be told. Knowing how to effectively pitch a reporter is key to standing out in a competitive media climate. Here are some things to keep in mind when pitching a reporter:

- **Be detailed but brief**
It is important that the pitch is concise and gets to the point quickly. This will help catch journalists' attention. At the same time, including relevant details such as dates, names, etc. helps give the story credibility and specificity.
- **Explain why the story is important**
Within the one- to two-paragraph pitch be sure to include why the story is important. Make things easy on the reporter and don't assume that the relevance of the story will be immediately apparent to a busy journalist who is skimming the pitch.
- **Follow up**
Some reporters receive hundreds (sometimes thousands) of emails a day. Just because you didn't hear back from a reporter initially does not necessarily mean that they are not interested. A quick follow-up (or two) is often necessary if you don't hear back from the reporter after submitting a pitch.
- **Contact a relevant journalist/news outlet**
Do some research before submitting a pitch to identify a news outlet and journalist who will be most likely to pick up your story. Oftentimes local media outlets are the least competitive for obtaining coverage and most interested in telling stories specific to the community. Within the media outlet that you select, identify a journalist who has covered similar topics in the past.

Resources

The State and Local Government Directory

Use the drop-down menus on the left to view directory pages for:

- States: State Government Offices - View all the websites in a given state -- from a state's home page or governor's site to the smallest counties or townships.
- Topics: The websites of state government constitutional officers, state legislatures, state judiciaries and departments across ALL states.

Learn more: <http://www.statelocalgov.net/>

USA.gov

USA.gov is an official guide to government information and services. The federal government provides a webpage to find and contact federal, state, and local elected officials. The page can be reached at www.usa.gov (navigate to "Elected Officials") or by going to <https://www.usa.gov/elected-officials>

Learn more: www.usa.gov

"How to Draft a Bill" by the Citizen Advocacy Center

Learn more at www.citizenadvocacycenter.org/. Find the resource: Go to <http://www.citizenadvocacycenter.org/civic-ed-lesson-plans.html> then scroll down to "Legislative Process" and "How to Draft a Bill or follow this link http://www.citizenadvocacycenter.org/uploads/8/8/4/0/8840743/legislative_process_how_to_draft_a_bill.pdf

"Organizing for Legislative Advocacy" by the Community Toolbox

Find this resources on how to work on legislative campaigning: <http://ctb.ku.edu/en/table-of-contents/advocacy/direct-action/legislative-advocacy/main> or go to <http://ctb.ku.edu/en> then Table of Contents » Organizing for Effective Advocacy » Chapter 33. Conducting a Direct Action Campaign » Section 10. General Rules for Organizing for Legislative Advocacy.

Climate Justice Narrative by Communications HUB

To download this resource, go to https://climateaccess.org/sites/default/files/Climate%20Justice%20Narrative_Communications%20Hub%20%281%29.pdf

Federal Advocacy Tools from the NAACP Washington Bureau

Go to www.naacp.org/federal-advocacy-resources for a list of resources.

Center for Story Based Strategy

Go to www.storybasedstrategy.org for various tools and resources.

Appendices

Appendix A: Glossary

Climate Change: Also referred to as global warming; refers to a change in global climate patterns.

Climate Justice: Recognition of climate change’s disproportionate impacts on historically marginalized communities who also contribute the least to climate change and benefit the least from fossil fuel consumption both locally and around the world. Climate justice aims to level these impacts.

Community-assets: The people, structures, facilities, and systems that have value to the community.

Community Benefits Agreement: A contract signed by community groups and a real estate developer that requires the developer to provide specific amenities and/or mitigations to the local community or neighborhood.

Disaster Capitalism: The rapidly paced corporate reengineering of societies still reeling from shock after a disaster.

Emergency Management: a term used to describe the organization and management of resources and responsibilities for dealing with emergency scenarios.

Emergency Management Continuum: All four phases of emergency management: mitigation, preparedness, response, and recovery.

Environmental Justice: the fair and equal treatment of all people regardless of race, color, national origin, gender, sexual orientation, gender identity, ability, or income level, etc. in the development, implementation, and enforcement of environmental laws, regulations, and policies.

Frontline Community: Communities that bear the brunt of the impacts caused by climate change, typically communities of color and low-income communities.

Human-Caused Hazard: A threat from human-caused events that has the potential to have negative effects on humans or the environment. Human-caused events also happen as a result of natural hazards.

Human-caused hazards: (and resulting disasters) include dam failure, structural failure or collapse, nuclear reactor accident, etc.

Impact: the consequences or effects of a hazard on the community and its assets.

Mitigation: The action of reducing the severity, seriousness, or impact of something.

Mutual Aid: The voluntary and reciprocal exchange of resources and services for mutual benefit for emergency management.

Natural Hazard: A threat from naturally occurring events that has the potential to have negative effects on humans or the environment. Natural hazards (and resulting disasters) include earthquakes, landslides, hurricanes, etc.

Price Gouging: The practice of raising prices on certain types of goods and services to an unfair level, especially during a state of emergency.

Racial Equity Impact Assessment: A systematic examination of how different racial and ethnic groups will likely be affected by a proposed action or decision.

Resilience: The capacity of a system (this could be a community, economy, etc.) to maintain an intact core identity in the face of change. Also a state of dynamic balance within which change can be avoided or recovered from without a fundamental transition to a new form.

Risk: the potential for damage, loss, or other impacts created by the interaction of hazards with community assets.

Vulnerability: characteristics of community assets (like people or important infrastructure) that make them susceptible to damage from a given hazard event.

Appendix B: Emergency Management Resources

Key Agencies and Organizations:

American Bar Association

www.americanbar.org/groups/committees/disaster/disaster_relief.html

The American Red Cross (ARC)

www.redcross.org/about-us/our-work/disaster-relief

Better Business Bureau (BBB)

www.bbb.org

Climate Justice Alliance

www.ourpowercampaign.org/fund_just_recovery

Environmental Protection Agency

www.epa.gov.

Federal Emergency Management Agency (FEMA)

www.fema.gov

The International Revenue Service

www.irs.gov/businesses/small-businesses-self-employed/disaster-assistance-and-emergency-relief-for-individuals-and-businesses-1

National Voluntary Organizations Active in Disaster (NVOAD)

www.nvoad.org

State Emergency Management Agencies

www.fema.gov/emergency-management-agencies

Substance Abuse and Mental Health Services Administration

www.samhsa.gov/find-help/disaster-distress-helpline

The United State Department of Agriculture (USDA)

www.usda.gov.

The United States Department of Housing and Urban Development (HUD)

www.hud.gov

The United States Small Business Association

www.sba.gov/tools/local-assistance/districtoffices

Informational Websites:

CARE Climate Change and Resilience Information Center

<https://careclimatechange.org/>

Federal Emergency Management: A Brief Introduction

<https://fas.org/sgp/crs/homesec/R42845.pdf>

National Disaster Legal Aid Resource Center

www.disasterlegalaid.org

Films and Videos

“The Storm”

Frontline’s documentary “The Storm” investigates why decades of hurricanes and disaster planning still left New Orleans so unprepared for Hurricane Katrina. For more information on how to access the film and additional resources related to the film, go to www.pbs.org/wgbh/pages/frontline/teach/storm/.

Mold Clean-Up Guidance Instructional Videos

Go to www.occupysandy.net and navigate to the resources section or go directly to www.occupysandy.net/resources/video-series-mold-clean-up-guidance-part-1-part-2-part-3/.

FEMA Preparedness Videos

Go to www.ready.gov/videos.

Emergency Preparedness for Deaf and Hard of Hearing Persons

These 66 videos are presented via visuals, an ASL interpreter, and spoken word formats to encourage use by people with hearing loss and their families and support networks.

Go to www.youtube.com/watch?v=aZLhdygss-4&feature=youtu.be.

Sample Disaster Plans and Guidance Documents

FEMA Emergency Supply List

Go to www.ready.gov/publications and select “Emergency Supply List” or go to www.fema.gov/media-library/assets/documents/90354.

FEMA General Brochure

Go to www.ready.gov/publications and select “General Brochure” or go to www.fema.gov/media-library/assets/documents/90058.

FEMA Brochure for People with Disabilities

Go to www.ready.gov/publications and select “People with Disabilities” or go to <https://www.fema.gov/media-library/assets/documents/90360>.

Ready Business Emergency Response Plan

Go to www.fema.gov/media-library-data/1388775706419-f977cdebbefcd545dfc7808c3e9385fc/Business_EmergencyResponsePlans_10pg_2014.pdf.

Vulnerable Populations Emergency Plan for Cowlitz County, Washington

Go to: www.wsdot.wa.gov/acct/documents/Vulnerable%20Populations%20Emergency%20Plan.pdf

Toolkits

“Community Recovery Management Toolkit” by FEMA

The Community Recovery Management Toolkit (CRMT) is a compilation of guidance, case studies, tools, and training to assist local communities in managing long-term recovery post-disaster. To use this resource go to www.fema.gov/national-disaster-recovery-framework/community-recovery-management-toolkit.

“Community Preparedness Toolkit” by FEMA

The Community Preparedness Toolkit provides step-by-step directions along with useful resource for making a community safer, more resilient, and better prepared. To view the toolkit go to www.ready.gov/community-preparedness-toolkit.

Housing Counseling Disaster Recovery and Emergency Preparedness Toolkit by HUD

Go to www.fema.gov and search for the resource title in the search bar. Or go directly to www.hudexchange.info/programs/housing-counseling/topics/#disaster-recovery-toolkit

Disaster Recovery Homelessness Toolkit

Go to www.hudexchange.info/homelessness-assistance/disasters/

Emergency Authority and Immunity Toolkit

Go to www.fema.gov and search for the resource title in the search bar. Or go directly to www.astho.org/Programs/Preparedness/Public-Health-Emergency-Law/Emergency-Authority-and-Immunity-Toolkit/Emergency-Declarations-and-Authorities-Fact-Sheet/.

Emergency Preparedness Toolkit for Community-Based Organizations

Go to www.fema.gov and search for the resource title in the search bar. Or go directly to www.bloomingtonmn.gov/ph/emergency-preparedness-toolkit-community-based-organizations

FEMA Local Damage Assessment Toolkit

Go to www.fema.gov and search for the resource title in the search bar. Or go directly to <https://emilms.fema.gov/is559/lesson6/toolkit.pdf>.

Threat and Hazard Identification and Risk Assessment Guide by Homeland Security

Go to www.fema.gov and search for the resources title in the search bar. Or go directly to https://www.fema.gov/media-library-data/8ca0a9e54dc8b037a55b402b2a269e94/CPG201_htirag_2nd_edition.pdf.

Trainings and Certification Opportunities

Community Emergency Response Team Training

More information at www.ready.gov/community-emergency-response-team.

Red Cross Trainings and Certifications

More information at www.redcross.org/take-a-class or www.redcross.org/take-a-class/disaster-training.

FEMA List of Emergency Management College Programs

A list of college programs is available at <https://training.fema.gov/hiedu/collegelist/emstandalone/>.

FEMA National Preparedness Course Catalog

Go to www.firstrespondertraining.gov/frt/npccatalog.

Local Training Programs

Contact your city or county office for information on local training and certification opportunities.

State Training Programs

Contact your state's emergency management agency for information on local training and certification opportunities in your state. See Appendix E for a list of state agencies.

Appendix C: Sample Monitoring Tool: Equity in Emergency Management

This tool will provide a guide for volunteers and others who are participating in emergency response to observe and document differential needs of certain communities as well as disparities/gaps in infrastructure and service provision. Overarching questions assess what services are available and the extent to which all communities are receiving assistance evenly and further assessing the level and quality of assistance being provided to vulnerable/marginalized communities/groups/individuals.

Phase: Crosscutting/ Continuum-Wide

QUESTIONS	OBSERVATIONS AND NOTES
To what extent is there effective coordination across nonprofits, federal agencies, etc. as they collaborate across the emergency management continuum?	
To what extent is there effective coordination across nonprofits, federal agencies, etc. as they collaborate across the emergency management continuum?	

QUESTIONS	OBSERVATIONS AND NOTES
<p>What is the quality of services provided throughout the emergency management continuum? (risk assessment and safety information, communications, rescue efforts, shelter, transportation, food, financial assistance, reunification services, etc.) To what extent is there accommodation for the following?</p> <ul style="list-style-type: none"> • I. Diversity and cultural sensitivity • II. Religion • III. Language access • IV. Gender and sexuality responsiveness (violence, LGBT) • V. Homelessness • VI. Immigration status/Documentation • VII. Incarceration history • VIII. Aging population • IX. Differently-abled persons 	
<p>Is there equity in allocation of vendor opportunities?</p>	
<p>Is there equity and diversity in the job opportunities in emergency management? What do you observe of people staffing the various services throughout the emergency management continuum?</p>	

QUESTIONS	OBSERVATIONS AND NOTES
<p>What provisions are in place to ensure volunteer safety throughout carrying out their roles?</p>	
<p>What is the process for communicating grievances and receiving feedback/redress? How effective are these processes?</p>	

Phase: Emergency Prevention and Mitigation Monitoring

QUESTIONS	OBSERVATIONS AND NOTES
<p>Are there any disparities in preventative infrastructure—availability, accessibility level and quality (levees, sandbagging, risk assessment in flood prone areas, housing stock, protective masks, etc.)?</p>	
<p>Where are industrial facilities? To what degree has there been mitigation of industrial facilities hazards? Is the community aware of the plant specific disaster plans? (power plants, other facilities) What is the plan for notification of communities when floodwaters might contain landfill effluent? Coal ash residue? Brownfield remnants?</p>	

Phase: Emergency Preparedness and Resilience

QUESTIONS	OBSERVATIONS AND NOTES
<p>Is there an established disaster plan? If so, how does the community access information on it?</p>	
<p>What is the composition and the process for the state or local disaster planning committee/taskforce?</p>	
<p>Describe the composition/participants and the extent to which they represent the breadth of the communities the plan is supposed to serve?</p>	
<p>Assess the extent to which there is participatory budgeting/transparency in the budgeting process?</p>	
<p>Who has been trained on emergency management? Is there a trained CERT team in every community? Do people have equal access to training opportunities?</p>	

QUESTIONS	OBSERVATIONS AND NOTES
<p>Does the training content include explicit content on accommodating vulnerable/marginalized communities?</p>	
<p>To what extent has there been vulnerability mapping conducted to identify households with people who are differently abled, households with poor housing stock, houses/buildings in the flood plain, places with structural or other vulnerabilities? Are these findings explicitly addressed in the disaster plan?</p>	
<p>What is the per capita/per square mile availability of emergency services in the community? (ambulances, fire stations, EMTs, hospitals) What contingency medical assistance plans in place for mass casualty situations? (mobile care units, etc.)</p>	
<p>To what extent has there been pre-assessment of community/ family/individual/business/ institution/school preparedness? For example, do these entities have access to the following:</p> <ul style="list-style-type: none"> • X. Disaster plans • XI. Training/information • XII. Disaster kits • XIII. Digitized financial records • XIV. Warning sirens • XV. Safe transport 	

Phase: Emergency Response and Relief Monitoring

QUESTIONS	OBSERVATIONS AND NOTES
<p>How has information been shared? Who did not receive the information? What other methods should have been used?</p> <ul style="list-style-type: none"> • XVI. Canvassing door-to-door • XVII. Media—TV, radio, print, digital • XVIII. Town hall meetings • XIX. Flyer/leaflets • XX. Opt-In robocalls or texts • XXI. Other? 	
<p>Are there areas that were severely impacted that were not included in the disaster declaration? If so, which areas?</p>	
<p>Are there areas/communities that are not receiving services/attention? If so, please specify in detail and provide direction on best approach to assist.</p>	

QUESTIONS	OBSERVATIONS AND NOTES
<p>What is the availability and accessibility of services? Examples include risk assessment and safety information, communications, rescue efforts, shelter, transportation, food, mental health services, financial assistance, reunification services, and location of staging areas?</p>	
<p>Accommodation for people with special needs/ circumstances-- health, aging, mobility, differently abled, incarceration, LGBT, documentation status, special language access issues, etc.</p>	
<p>What is the attitude of service providers? Warm? Welcoming? Please document any examples of less polite behavior, people being condescending, or people acting in a suspicious or prohibitive manner when people are seeking services?</p>	
<p>What was the experience of communities with evacuation in terms of adequacy of notification as well as support/facilitation? Did people know in a timely fashion how they should evacuate? Did people have adequate help in being evacuated? Have incarcerated persons been evacuated?</p>	

QUESTIONS	OBSERVATIONS AND NOTES
<p>What was the experience of communities with the rescue operations? Was there preference given to certain communities/families as rescues occurred?</p>	
<p>Are undocumented persons being targeted by authorities? Are they seeking services?</p>	
<p>What are the measures for workers' protection and upholding worker rights, particularly for prison labor that is often used in disaster circumstances? To the extent that incarcerated persons are engaged, what training is provided? What kind of protective gear is provided? Is the service of incarcerated persons voluntary?</p>	
<p>What are the policing priorities and emphases? Are certain groups more heavily policed? Please share examples.</p>	
<p>What accommodations are made for pets? Is this sufficient? Is it offered equally across communities?</p>	

Phase: Recovery and Redevelopment Monitoring

QUESTIONS	OBSERVATIONS AND NOTES
<p>Do the qualifications for disaster assistance exclude any traditionally marginalized groups? If so, whom and how?</p>	
<p>Is the process for applying for assistance clear and easy? What are the challenges and how can it be improved?</p>	
<p>What observed discrepancies are there in approved/denied claims?</p> <p>Does it seem like some groups/individuals are being approved while others are not for reasons outside of the stated criteria?</p>	

QUESTIONS	OBSERVATIONS AND NOTES
<p>Are there extra processes that some individuals/families must traverse while others have a clearer and easy path to assistance?</p>	
<p>Has restoration of transport and transit services been conducted equally across communities? If so, please specify in describing disparities.</p>	
<p>To what extent are there incidents of violation of consumer rights? (fraud, price gouging, etc.) Please document incidents with as much detail as possible. What measures of consumer protection have been put in place? Are these measures in place for all communities? If not, why not?</p>	
<p>When did the schools come back into operation? Is there a difference between which schools re-opened sooner?</p>	
<p>Are there special provisions to ensure that people can vote, including displaced persons?</p>	

QUESTIONS	OBSERVATIONS AND NOTES
<p>To what extent is the right to return equally upheld? Is the pathway to return paved equally for everyone? Does everyone know about mold prevention? Is there equal access to muck-out kit distributions? Is there any discrepancy in who has access to their property first?</p>	
<p>Where in state and local government are redevelopment discussions happening? Community and Economic Development? City Planning?</p>	
<p>Who is involved in those conversations and making decisions?</p>	
<p>Is there a process of participatory planning and transparent budgeting?</p>	
<p>What measures are being put into place to ensure that everyone who wants to return is able to return?</p>	
<p>What anti-displacement measures are included in rebuilding/redevelopment planning?</p>	

QUESTIONS	OBSERVATIONS AND NOTES
<p>Are resilient infrastructure development resources being evenly distributed?</p>	
<p>Are there disparities in who is able to return to work and how soon? Are there disparities in permanent job loss?</p>	
<p>If there are changes in population, what is the impact on redistricting? What communities, if any, are disproportionately impacted by redistricting?</p>	
<p>How have voter registration/participation rates changed post-disaster? Are there any groups who are disproportionately under represented as compared to pre-disaster rates of registration/participation?</p>	
<p>What special assistance for small businesses is available?</p>	
<p>Is there permanent loss of core institutions in the community? Hospitals? Schools? Grocery Stores? If so, is this happening more in certain areas than others?</p>	

Appendix D: Sample Agenda: Emergency Management Seminar/Training

Use this sample as an example and not as a model that should be precisely replicated. Please keep in mind that this sample agenda is from a 2011 event, so the speakers might not necessarily currently be in the positions that they were at that time.

- **Overview and Introduction**
- **Individual and Family Preparedness Training**
 - What to do when an emergency occurs
 - Creating an emergency kit
 - Getting out of your neighborhood/city
 - Sheltering in place
- **Maryland Emergency Management Agency and Emergency Management 101**
 - Engaging the community
 - Community preparedness
- **Justice in Emergency Management: The Role of the NAACP**
 - Vulnerability
 - Ability to respond, ability to recover, right to return
 - Five P's of upholding civil and human rights in disaster
 - What is the NAACP doing?
 - What are Maryland branches doing?
 - Role of the branch in upholding civil and human rights
- **Planning Assessment and Working with State, County, Local Emergency Management**
- **Conclusion and Next Steps**
- **Closing Remarks**

Appendix E: State Level Emergency Management Agencies

Alabama Emergency Management Agency

5898 County Road 41
P.O. Drawer 2160
Clanton, Alabama 35046-2160
(205) 280-2476
(205) 280-2442 FAX
ema.alabama.gov/

Alaska Division of Homeland Security and Emergency Management

P.O. Box 5750
Fort Richardson, Alaska 99505-5750
(907) 428-7000
(907) 428-7009 FAX
www.ready.alaska.gov

Arizona Division of Emergency Management

5636 E. McDowell Road
Phoenix, Arizona 85008-3495
(800) 411-2336 | (602) 244-0504
(602) 464-6356 FAX
www.dem.azdema.gov

Arkansas Department of Emergency Management

Bldg. # 9501
Camp Joseph T. Robinson
North Little Rock, Arkansas 72199-9600
(501) 683-6700
(501) 683-7890 FAX
<http://www.adem.arkansas.gov/>

California Governor's Office of Emergency Services

3650 Schriever Avenue
Mather, California 95655
(916) 845-8506
(916) 845-8511 FAX
www.caloes.ca.gov

Colorado Division Homeland Security and Emergency Management Department of Public Safety

9195 E. Mineral Avenue
Suite 200
Centennial, Colorado 80112
(720) 852-6600
(720) 852-6750 FAX
www.dhsem.state.co.us or
www.coemergency.com

Connecticut Office of Emergency Management Department of Emergency Management and Homeland Security

25 Sigourney Street 6th floor
Hartford, Connecticut 06106-5042
(860) 256-0800
(860) 256-0815 FAX
<http://www.ct.gov/demhs/>

Delaware Emergency Management Agency

165 Brick Store Landing Road
Smyrna, Delaware 19977
(302) 659-3362
(302) 659-6855 FAX
www.dema.delaware.gov

**District of Columbia
Emergency Management Agency**

2720 Martin Luther King, Jr. Avenue,
S.E. Second Floor
Washington, D.C. 20032
(202) 727-6161
(202) 673-2290 FAX
www.dcema.dc.gov

**Florida Division of
Emergency Management**

2555 Shumard Oak Blvd.
Tallahassee, Florida 32399-2100
(850) 413-9969
(850) 488-1016 FAX
floridadisaster.org

**Georgia Emergency
Management Agency**

935 East Confederate Ave SE
P.O. Box 18055
Atlanta, Georgia 30316-0055
(404) 635-7000
(404) 635-7205 FAX
www.gema.ga.gov

Hawaii State Civil Defense

3949 Diamond Head Road
Honolulu, Hawaii 96816-4495
(808) 733-4300
(808) 733-4287 FAX
www.scd.hawaii.gov

**Idaho Bureau of
Homeland Security**

4040 Guard Street, Bldg. 600
Boise, Idaho 83705-5004
(208) 422-3040
(208) 422-3044 FAX
<http://www.bhs.idaho.gov/>

**Illinois Emergency
Management Agency**

2200 S. Dirksen Pkwy.
Springfield, Illinois 62703
(217) 782-2700 or (217) 782-2700
(217) 557-1978 FAX
<http://www.state.il.us/iema>

**Indiana Department
of Homeland Security**

Indiana Government Center South
302 West Washington Street, Room E208
Indianapolis, Indiana 46204-2767
(317) 232-3986
(317) 232-3895 FAX
<http://www.in.gov/dhs/emermgtngpgm.html>

**Indiana State Emergency
Management Agency**

302 West Washington Street
Room E-208 A
Indianapolis, Indiana 46204-2767
(317) 232-3986
(317) 232-3895 FAX
<http://www.ai.org/sema/index.html>

**Iowa Homeland Security & Emergency
Management Department**

7900 Hickman Rd., Suite 500
Windsor Heights, Iowa 50324
(515) 725-3231
(515) 725-3260 FAX
www.homelandsecurity.iowa.gov

**Kansas Division of
Emergency Management**

2800 S.W. Topeka Boulevard
Topeka, Kansas 66611-1287
(785) 274-1409
(785) 274-1426 FAX
http://www.kansastag.gov/kdem_default.asp

**Kentucky
Emergency Management**

EOC Building
100 Minuteman Parkway Bldg. 100
Frankfort, Kentucky 40601-6168
(502) 607-1682 or (800) 255-2587
(502) 607-1614 FAX
<http://www.kyem.ky.gov/>

**Louisiana Office of
Emergency Preparedness**

7667 Independence Blvd.
Baton Rouge, Louisiana 70806
(225) 925-7500
(225) 925-7501 FAX
<http://www.gohsep.la.gov/>

**Maine Emergency
Management Agency**

#72 State House Station
45 Commerce Drive, Suite #2
Augusta, Maine 04333-0072
(207) 624-4400
(207) 287-3180 FAX
<http://www.maine.gov/mema>

**Maryland Emergency
Management Agency**

Camp Fretterd Military Reservation
5401 Rue Saint Lo Drive
Reistertown, Maryland 21136
(410) 517-3600
(877) 636-2872 Toll-Free
(410) 517-3610 FAX
<http://www.mema.state.md.us/>

**Massachusetts Emergency
Management Agency**

400 Worcester Road
Framingham, Massachusetts 01702-5399
(508) 820-2000
(508) 820-2030 FAX
<http://www.state.ma.us/mema>

**Michigan State Police, Emergency
Management & Homeland Security
Division Michigan Dept. of State Police**

4000 Collins Road
Lansing, Michigan 48909-8136
(517) 333-5042
(517) 333-4987 FAX
<http://www.michigan.gov/emhsd>

**Minnesota Homeland Security and
Emergency Management Division
Minnesota Dept. of Public Safety**

444 Cedar Street, Suite 223
St. Paul, MN 55101-6223
(651) 201-7400
(651) 296-0459 FAX
www.hsem.state.mn.us

**Mississippi Emergency
Management Agency**

P.O. Box 5644
Pearl, MS 39288-5644
(601) 933-6362
(866) 519-MEMA (6362)
(601) 933-6800 FAX
<http://www.msema.org>

Missouri Emergency Management Agency

2302 Militia Drive
P.O. Box 116
Jefferson City, Missouri 65102
(573) 526-9100
(573) 634-7966 FAX
sema.dps.mo.gov

Montana Division of Disaster & Emergency Services

1956 Mt Majo Street
P.O. Box 4789
Fort Harrison, Montana 59636-4789
(406) 324-4777
(406) 324-4790 FAX
<http://montanadma.org/disaster-and-emergency-services>

Nebraska Emergency Management Agency

1300 Military Road
Lincoln, Nebraska 68508-1090
(402) 471-7421
(402) 471-7433 FAX
www.nema.ne.gov

Nevada Division of Emergency Management

2478 Fairview Dr
Carson City, Nevada 89701
(775) 687-0300
(775) 687-0330 FAX
<http://www.dem.state.nv.us/>

New Hampshire Governor's Office of Emergency Management

State Office Park South
33 Hazen Dr
Concord, New Hampshire 03305
(603) 271-2231
(603) 271-3609 FAX
www.nh.gov/safety/divisions/bem

New Jersey State Police New Jersey Office of Emergency Management

P.O. Box 7068, River RD
West Trenton, New Jersey 08628-0068
(609) 882-2000 ext 2700 (Monday - Friday)
(609) 963-6900 Emergency
(609) 963-6208 Mitigation
(609) 882-2000 ext 6214 State Training Officer
(609) 671-0160 Fax

New Mexico Department of Homeland Security and Emergency Management (DHSEM)

13 Bataan Boulevard
P.O. Box 27111
Santa Fe, New Mexico 87502
(505) 476-9600
(505) 476-9635 Emergency
(505) 476-9695 FAX
<http://www.nmdhsem.org/>

New York State Emergency Management Office

1220 Washington Avenue
Building 22, Suite 101
Albany, New York 12226-2251
(518) 292-2275
(518) 322-4978 FAX
<http://www.dhSES.ny.gov/oem/>

North Carolina Division of Emergency Management - Main Office

1636 Gold Star Drive
4236 Mail Service Center
Raleigh, N.C. 27607-3371
(919) 825-2500
Emergency Mgmt 24-Hour Operations
1-800-858-0368
<http://www.ncem.org/>

North Dakota Department of Emergency Services

P.O. Box 5511
Bismarck, North Dakota 58506-5511
(701) 328-8100
(701) 328-8181 FAX
<http://www.nd.gov/des>

Ohio Emergency Management Agency

2855 West Dublin-Granville Road
Columbus, Ohio 43235-2206
(614) 889-7150
(614) 889-7183 FAX
ema.ohio.gov/

Oklahoma Department of Emergency Management

2401 Lincoln Blvd Suite C51
Oklahoma City, Oklahoma 73105
(405) 521-2481
405) 521-4053 FAX
<http://www.ok.gov/OEM/>

Oregon Emergency Management Oregon Military Department

Mailing Address

P.O. Box 14370
Salem, OR 97309

Physical Address

3225 State St
Salem, Oregon 97301
(503) 378-2911
(503) 373-7833 FAX

www.oregon.gov/OMD/OEM/index.shtml

Pennsylvania Emergency Management Agency

1310 Elmerton Avenue
Harrisburg, PA 17110
(717) 651-2001
(717) 651-2040 FAX
www.PEMA.pa.gov

Rhode Island Emergency Management Agency

645 New London Ave
Cranston, Rhode Island 02920-3003
(401) 946-9996
(401) 944-1891 FAX
www.riema.ri.gov

South Carolina Emergency Management Division

2779 Fish Hatchery Road
West Columbia, South Carolina 29172
(803) 737-8500
(803) 737-8570 FAX
<http://www.scemd.org/>

South Dakota Office of Emergency Management

118 West Capitol
Pierre, South Dakota 57501
(605) 773-3231
(605) 773-3580 FAX
www.oem.sd.gov

Tennessee Emergency Management Agency

3041 Sidco Drive
Nashville, Tennessee 37204-1502
(615) 741-0001
(615) 242-9635 FAX
www.tnema.org

Texas Division of Emergency Management

5805 N. Lamar
P.O. Box 4087
Austin, Texas 78773-0220
(512) 424-2138
(512) 424-2444 or 7160 FAX
<http://www.txdps.state.tx.us/dem/>

Utah Division of Emergency Management

1110 State Office Building
P.O. Box 141710
Salt Lake City, Utah 84114-1710
(801) 538-3400
(801) 538-3770 FAX
publicsafety.utah.gov/emergencymanagement

Vermont Emergency Management Agency Department of Public Safety

Waterbury State Complex
103 South Main Street
Waterbury, Vermont 05671-2101
(802) 244-8721
(800) 347-0488
(802) 244-8655 FAX
<http://www.dps.state.vt.us/vem/>

Virginia Department of Emergency Management

10501 Trade Court
Richmond, VA 23236-3713
(804) 897-6500
(804) 897-6556 FAX
<http://www.vaemergency.com/>

State of Washington Emergency Management Division

20 Aviation Drive, Building 20
Camp Murray, WA 98430
(253) 512-7056
(253) 512-7206 FAX
<http://www.emd.wa.gov/>

West Virginia Office of Emergency Services

Building 1, Room EB-80
1900 Kanawha Boulevard
East Charleston, West Virginia 25305-0360
(304) 558-5380
(304) 344-4538 FAX
www.dhsem.wv.gov/

Wisconsin Emergency Management

2400 Wright Street
P.O. Box 7865
Madison, Wisconsin 53707-7865
(608) 242-3232
(608) 242-3247 FAX
emergencymanagement.wi.gov/

Wyoming Office of Homeland Security

5500 Bishop Blvd
Cheyenne, Wyoming 82002
(307) 777-4900
hls.wyo.gov

Appendix F: Federal Disaster Aid Program

Several forms of federal disaster assistance are available for federally declared disaster areas. These programs are subject to change. For a complete and up-to-date list and additional details about each program, visit www.disasterassistance.gov.

Table 3: Federal Disaster Aid

FEDERAL AGENCY: U.S. Department of Agriculture	
PROGRAM	Business and Industry Loans
	The Business & Industry (B&I) Guaranteed Loan Program helps boost the existing private credit structure of rural communities. The program does this through loan guarantees for rural businesses. These guarantees then allow private lenders to extend more credit than they would normally be able to.
PROGRAM	Crop Insurance
	Crop Insurance protects agricultural producers against crop losses due to natural perils. The program, administered by the U.S. Department of Agriculture's Risk Management Agency (USDA RMA), offers several plans for crops and livestock. Availability and plans vary by state and county.
PROGRAM	Disaster Supplemental Nutrition Assistance Program (D-SNAP)
	The Disaster Supplemental Nutrition Assistance Program (D-SNAP) gives food assistance to low-income households with food loss or damage caused by a natural disaster.

FEDERAL AGENCY: U.S. Department of Agriculture

PROGRAM Emergency Assistance for Livestock, Honeybees, and Farm-raised Fish Program

The Emergency Assistance for Livestock, Honeybees, and Farm-Raised Fish Program (ELAP) provides \$20 million each fiscal year in emergency assistance to eligible producers. The funds cover losses due to eligible weather or other events, like blizzards, disease (including cattle tick fever), water shortages, and wildfires.

PROGRAM Emergency Conservation Program (ECP) for Agricultural Producers

The Emergency Conservation Program (ECP) offers funding and assistance to farmers and ranchers to repair damage to farmlands caused by natural disasters. It also helps to put water conservation methods in place for times of severe drought and can help pay for their installation

PROGRAM Emergency Farm Loans

Emergency loan funds may be used to:

- Restore or replace essential property.
- Pay all or part of production costs for the disaster year.
- Pay essential family living expenses.
- Reorganize the farming operation.
- Refinance certain debts.

PROGRAM Farm Operating Loans (Direct and Guaranteed)

The Farm Service Agency (FSA) offers farm operating loans, both direct and guaranteed, to family farmers and ranchers. These loans can help those who are temporarily unable to get private, commercial credit on their own at reasonable rates and terms.

FEDERAL AGENCY: U.S. Department of Agriculture

PROGRAM Farm Ownership Loans (Direct and Guaranteed)

The Farm Service Agency (FSA) offers farm ownership loans, both direct and guaranteed, to family farmers and ranchers. These loans can help those who are temporarily unable to get private, commercial credit on their own at reasonable rates and terms.

PROGRAM Livestock Forage Disaster Program (LFP)

The Livestock Forage Disaster Program (LFP) offers payments to eligible livestock producers with covered livestock. The payments help with grazing losses suffered on native or improved pastureland. This can be land with permanent or planted grazing cover. LFP also provides for livestock producers on rangeland managed by a federal agency, if the agency prohibits grazing on the land due to a qualifying fire.

PROGRAM Livestock Indemnity Program (LIP)

The Livestock Indemnity Program (LIP) offers payments to livestock producers for livestock deaths in excess of normal mortality caused by bad weather. LIP also covers attacks by animals reintroduced into the wild by the federal government or protected by federal law. This includes attacks by wolves and birds.

PROGRAM Noninsured Crop Disaster Assistance Program

The U.S. Department of Agriculture's Farm Service Agency's (USDA FSA) Noninsured Crop Disaster Assistance Program (NAP) offers payments to producers of eligible crops to protect against low yields, loss of inventory, or prevented planting due to a natural disaster.

PROGRAM Rural Housing Loans

A direct or guaranteed housing loan may be able to help those with low income get a decent, safe, and healthy home in an eligible rural area.

PROGRAM Single Family Housing: Housing Repair Loans and Grants

The Single Family Housing Repair Loans and Grants program, also known as the Section 504 Home Repair program, offers loans and grants to elderly and very-low-income homeowners. Very low income is below 50 percent of the area median income.

FEDERAL AGENCY: U.S. Department of Agriculture

PROGRAM Summer Food Service Program (SFSP) – Disaster Response

The Summer Food Service Program (SFSP) provides free, healthy meals to children from low-income families when school is not in session. After a disaster, state agencies, food authorities, and sponsors may decide to open emergency program feeding sites when schools or daycare centers must stay closed.

PROGRAM Tree Assistance Program

The Tree Assistance Program (TAP) provides payments to qualifying orchardists and nursery tree growers after a natural disaster. The funds may help you replant or rehabilitate eligible trees, bushes, and vines damaged by the disaster.

FEDERAL AGENCY: U.S. Dept. of Health and Human Services

PROGRAM Disaster Resources for Older Adults and People with Disabilities

The Administration for Community Living (ACL) website offers resources that can help older adults and people with disabilities learn how to prepare for emergencies. You can also find resources for families, caregivers, service providers, and communities.

PROGRAM Low Income Home Energy Assistance Program (LIHEAP)

The Low Income Home Energy Assistance Program (LIHEAP) is a federally funded program that helps low-income households with their home energy bills. We may be able to offer help for the following:

- Home energy bills
- Energy crises
- Weatherization and minor energy-related home repairs

PROGRAM Substance Abuse and Mental Health Services Administration (SAMHSA)

Disaster Relief Information The Substance Abuse and Mental Health Services Administration's (SAMHSA) mission is to reduce the impact of substance abuse and mental illness on America's communities. It helps prepare states and communities to provide an effective response after a disaster.

FEDERAL AGENCY: U.S. Dept. of Homeland Security

PROGRAM Disaster Legal Services (DLS)

Disaster Legal Services (DLS) provides free legal help to low-income disaster survivors. Those who aren't able to get adequate legal services to help with disaster-related needs.

PROGRAM FEMA Disaster Recover Center (DRC) / DRC Locator

FEMA Disaster Recovery Centers (DRCs) are accessible facilities and mobile offices set up after a disaster. They're set up in convenient locations to make them easier to find. You can visit a DRC to learn more about FEMA and ask questions about your case.

PROGRAM FEMA Individuals and Households Program (IHP) – Housing Assistance

Housing Assistance under FEMA's Individuals and Households Program (IHP) can provide financial help and direct services after a disaster. The program provides money, if you qualify, for necessary housing-related expenses and serious needs caused by the disaster.

PROGRAM FEMA Individuals and Households Program (IHP) – Other Needs Assistance

Other Needs Assistance (ONA) under FEMA's Individuals and Households Program (IHP) may be able to provide you with financial help after a disaster. The program provides money, if you qualify, for necessary expenses and serious needs caused by the disaster.

PROGRAM National Flood Insurance Program (NFIP)

The National Flood Insurance Program (NFIP) allows homeowners, business owners, and renters, in communities that participate in the NFIP, to buy federally backed flood insurance. This insurance offers help with costs to repair flood damage to buildings and contents.

PROGRAM The National Emergency Family Registry and Locator System (NEFRLS)

The National Emergency Family Registry and Locator System (NEFRLS) helps reunite families separated by a disaster. The system is only activated to support presidentially declared disasters with mass evacuation.

FEDERAL AGENCY: U.S. Dept. of Housing and Urban Development (HUD)

PROGRAM 203(h) Mortgage Insurance for Disaster Victims and 203(k) Rehabilitation Mortgage insurance

Section 203(h) Mortgage Insurance for Disaster Victims helps make it easier for survivors to get a mortgage to buy or rebuild a home.

Section 203(k) Rehabilitation Mortgage Insurance offers two options for both home buyers and homeowners

PROGRAM Housing Choice Voucher Program (Section 8)

The housing choice voucher program helps very low-income families, elderly people, and the disabled afford safe, healthy housing. Housing can include single-family homes, townhouses, and apartments. And it isn't limited to subsidized housing projects.

PROGRAM HUD Public Housing Program

Public housing helps low-income families, elderly people, and the disabled get decent and safe rental housing. This could include anything from single-family houses to high-rise apartments.

The U.S. Department of Housing and Urban Development (HUD) gives federal aid to local housing agencies (HAs) to manage housing at rents these people can afford.

FEDERAL AGENCY: U.S. Dept. of Justice

PROGRAM International Terrorism Victim Expense Reimbursement Program (ITVERP)

The International Terrorism Victim Expense Reimbursement Program (ITVERP) is a unique federal program. It reimburses certain expenses of victims of terrorism. A victim must have suffered direct physical or emotional injury or death due to an act of terrorism abroad.

PROGRAM Public Safety Officers' Benefits Program

The Public Safety Officers' Benefits Program (PSOB) offers death and education benefits to survivors of fallen public safety officers. It also offers disability benefits to officers permanently injured in the line of duty.

PROGRAM State Crime Victims Compensation

State victim assistance and compensation programs are services that can help victims recover after a crime. Victims of Crime Act (VOCA) grants supplement state funds that reimburse victims for crime-related expenses.

FEDERAL AGENCY: U.S. Dept. of Labor

PROGRAM American Job Centers Network

The American Job Center network helps job seekers as well as businesses. The network helps businesses find qualified workers and provides free help to job seekers for a variety of career and employment-related needs. There are nearly 2,500 American Job Centers (or AJCs) located across the U.S.

PROGRAM Disaster Unemployment Assistance

The Disaster Unemployment Assistance (DUA) program provides temporary benefits to people whose employment or self-employment has been lost or interrupted due to a major disaster.

PROGRAM Unemployment Insurance

Unemployment insurance (UI) benefits give temporary financial help to eligible workers. Each state, as well as the District of Columbia, the Virgin Islands, and Puerto Rico, has UI programs.

FEDERAL AGENCY: U.S. Dept. of the Treasury

PROGRAM Convert Your Federal Benefit Check

Do you get federal benefit payments by paper check? If so, you can switch to direct deposit. It's fast, safe, easy, and gives you more control over your money.

PROGRAM Disaster Assistance and Emergency Relief Program for Individuals and Businesses

If you have damaged or lost property in a federally declared disaster area, you may be able to get money back from the IRS right now. Individuals and businesses in these areas can get faster refunds by claiming disaster losses on their tax return for the prior year. You can usually do this by filing an amended return.

PROGRAM Savings Bond Redemption and Replacement

If you live in a presidentially declared disaster area, you may be able to redeem savings bonds early, before the end of the 12-month holding period.

FEDERAL AGENCY: U.S. Small Business Administration

PROGRAM Business Disaster Loans

The U.S. Small Business Administration (SBA) offers affordable financial help to businesses and private non-profit organizations in declared disaster areas. Help is available in the form of low-interest, long-term loans for losses not fully covered by insurance or other means.

PROGRAM Home and Property Disaster Loans

The U.S. Small Business Administration (SBA) offers affordable financial help to homeowners and renters in declared disaster areas. You don't need to own a business. Help is available in the form of low-interest, long-term loans for losses not fully covered by insurance or other means.

Appendix G: Example Community Vision Plans

Flint, Michigan 20-Point Plan

Flint Water Crisis--- NAACP 20-Point Community Priorities Plan

COMMUNITY CONTEXT

Community meetings, hosted by the Flint NAACP Branch, surfaced multiple community concerns and demands. One Flint resident reflected on the relationship between many African American communities and law enforcement in the context of the trauma of seeing flashing lights and armed forces in their communities, albeit bearing water. He stated, "If I open my door when they come and take out my cell phone, they might shoot me because they think it's a gun!" Others agreed and there was consensus that it would be ideal to shift the money spent on transporting and housing National Guard persons to providing local jobs to youth and others for water distribution. A woman, with tearful emotion, described her blended family where her stepson lives in Detroit and she and her husband are supposed to have him on the weekends. Since this water crisis arose, her stepson's mother refuses to send him to Flint which, as she said, is tearing their hearts out, though they make adjustments at great expense to go and stay at a hotel in Detroit to be near him when they can. Others spoke of the injustice of the combination of 65% rate hikes for water that have occurred over the past 2 years and having to pay at all for water they can barely use. One person gave an example of an earlier stage in the crisis when she tried to take a shower and her skin was burning saying, "And I'm supposed to pay for that??" We also heard demands for replacing infrastructure and ensuring that the pipefitting and other jobs go to local people. Most stridently, we heard the need for a return to democracy by repealing the Emergency Financial Manager Law, the implementation of which set off the string of decisions that brought Flint to this crisis.

CROSSCUTTING PRINCIPLES

Recognizing that an effective and lasting action plan must be comprehensive, multisector, and include short term mitigation goals, as well as long term redevelopment planning, the NAACP emphasizes that the action must be undergirded by the following principles essential to advancing an agenda that upholds civil and human rights:

1. Equity and Justice
2. Self-Governance/Democracy
3. Inclusiveness
4. Transparency
5. Accountability

PRIORITIES

(List is not in order of importance or sequence of action)

1. **Emergency Financial Manager Law Must Be Repealed:** Dissolve any and all oversight appointments which negate the authority of the elected mayor of the City of Flint, the Honorable Dr. Karen Weaver. Support the efforts of the Mayor as she moves forward in overseeing the business of the city.
2. **Risk Advisories and Mitigation Instructions Must Be Factual, Timely and Consistently Delivered to All Residents:** Ongoing, credible communication on most current fact-based information must be provided routinely and proactively by relevant authorities.
3. **Information Sharing and Service Delivery Must Be Accessible to All:** Methods of delivering information and services must be linguistically and culturally appropriate for various populations, including

racial and ethnic minority groups, people with disabilities, undocumented persons, formerly incarcerated persons, persons with low literacy, non-English speakers, etc.

4. **Water Distribution by the National Guard Must Be Replaced by Local Youth Labor:** Supervised youth must be given this opportunity to receive no less than minimum wages rate \$8.50 per hour for delivering water to homes during daylight hours as well as collecting and recycling the extensive water bottle waste that will result.
5. **Fresh Fruits and Vegetables Must Be Accessible for All Residents:** In the short term, to mitigate the damage of lead in human systems, all residents must have access to fresh fruits and vegetables. For the long term the city should have institutionalized access to fresh fruits and vegetables through locally owned grocers/farmers markets.
6. **Fairness/Justice Must Be Examined in Rate Hikes and Continued Billing for Poisonous Water:** Provide immediate relief for Flint residents by lowering and/or providing water credits to a more reasonable level for residents who are experiencing some of the highest water bill rates in the country, while some of the most toxic water in the country flows from the taps where over 40% of the households are below the poverty line.
7. **All Flint Citizens Must Be Provided Free Home Inspections:** Free city-wide home inspections for citizens of Flint must be conducted to determine the extent of damage and estimated cost for repair or replacement of pipes, plumbing, appliances, and water tanks damage due to corrosion.
8. **All Flint Residents Must Be Provided Federally Funded Replacement of Damaged Systems/ Appliances:** There must be federally funded replacement of plumbing systems and/or water tanks or any other appliance i.e. refrigerators with ice makers, washing machines, etc., which may have been damaged as a result of the water crisis.
9. **The City of Flint Must Have a New, State of the Art, Water Distribution System:** Build a state-of-the-art infrastructure water distribution system, including damaged pipes from the city street/curbs leading into the homes of the citizens of the City of Flint, schools and small, privately owned businesses.
10. **Pro-Bono Legal Advice Must Be Available to All:** Provide free legal guidance and support residents engaged in cases from custody issues surrounding parental rights when the home is deemed unsafe by another parent, to future cases with people engaged in crimes due to effects of lead on behavior, or children whose future is truncated due to learning problems.
11. **Responsibility for the Crisis Must Be Investigated and Accountability Measures Must Be Imposed:** All persons who played an active part in decision-making process of the switch to Flint River as a drinking water source should be investigated. A strategy for implementation of programs/systems specifically designed for righting the wrongs suffered by the citizens of Flint may include financial compensation for loss of life, loss of quality of life, education, employment, decreases in property value, increases in insurance rates, etc.
12. **Multi-Disciplinary Studies Must Be Conducted to Assess Impacts and Needs Related to the Crisis:** Concerns have arisen regarding chemicals/substances in addition to the lead in the water, which could have both short-term and long-term harmful health effects on the well-being of the citizens of Flint. Impacts must be assessed and remediation needs must be identified.

13. **All Academic Reports Arising From the Water Crisis Must Be Available to Flint Residents:** To ensure transparency and accountability, as well as ensuring that residents have full access to information, all academic reports that detail the findings regarding the effects of lead and other chemicals in the water of Flint, must be provided to the citizens of Flint
14. **A Dedicated Fund for Support Systems Must Be Established to Address Impacts of Lead and Other Toxic Exposure:** Through this dedicated fund, support systems must be established to address social, criminal and health issues arising from the water crisis, i.e. early childhood education programs, special education programs, counseling/mental health programs, medical care, community based, rehabilitation focused policing programs, etc., to accommodate those in need of these services from early childhood throughout adulthood.
15. **Equitable Redevelopment Must Include Anti-Displacement Measures:** In the context of redevelopment of Flint in the aftermath of this crisis and as part of the Master Plan as a working document, and with the threat of 80% of homes slated to be demolished on North Side of Flint where the majority of African Americans reside, there must be a re-evaluation and revision of the Master Plan through an inclusive process that prioritizes stability and avoids displacement. Community Benefits Agreements must be negotiated with all developers.
16. **Jobs, Contracts, and Other Economic Benefits Must Go to Local Residents:** In Flint, there are multiple business and educational institutions, workers, entrepreneurs, expertise, with resources capable of re-designing and rebuilding Flint to become a city of the future. Local hire and Disadvantage Business Enterprise (DBE) provisions/ordinances must be established in advance of the coming wave of redevelopment projects.
17. **Small Business Owners and Prospective Workers Must Have Access to Capacity Building:** Free skilled trades training should be provided for the citizens of Flint, with guaranteed provision of employment opportunities for youth and other interested persons in civil engineering, pipefitting and plumbing. Local contractors must receive support for certifications, equipment/supplies, and back office functions needed to be competitive.
18. **A Flint-Wide Environmental Assessment Must Occur to Determine and Address Other Risks:** Throughout the City of Flint, there are other environmental issues including the residual contamination from prior industrial operations that are still underground. A thorough assessment and implementation of a remediation plan are essential.
19. **The Environmental Justice Plan for the State of Michigan, the Department of Natural Resources, and the Department of Environmental Quality, as established by Executive Order 2011-1, Must Be Instituted:** The plan includes measures to identify, address and prevent discriminatory public health or environmental effects of state laws, regulations, policies and activities on Michigan residents, while balancing productive economic growth with the high quality of life that is important to all people. In implementing the plan, there must be cooperation, across various federal and state agencies and programs, to address environmental justice concerns and ensure meaningful engagement of residents.
20. **An Independent Community Oversight Board Must Be Established:** To ensure community driven review of processes and decision making, trusted community members must examine research findings and proposed plans, and evaluate outcomes of programming and policies, as well as act as stewards of accountability to the contents of this plan and beyond.

East Chicago, Indiana 12-Point Plan

On April 5th, the Twin City Ministerial Alliance and the Indiana NAACP hosted a Stakeholder Roundtable and a Community Listening Session on the Toxic Crisis in East Chicago, Indiana.

At the roundtable, 20 residents who identified as mothers, fathers, sons, daughters, clergy, renters, homeowners, veterans, public officials, and more, as well as other guests with technical expertise, gathered to discuss the current plight and the future of East Chicago, IN. To start the roundtable, participants were asked to share one word to describe their feelings, expectations, and/or observations as we entered into the discussion. Feelings shared included--frustrated, agitated, determined, committed concerned, uncertain, hopeful, and open. While the observations shared included— critical, urgent, eco-genocide, and, poignantly, “late” and simply, “when”. While one expectation/hope for an outcome for this meeting was, “unity”.

At the Community Listening Session, 70+ residents gathered from across the city representing Zones 1, 2, and 3 to share their frustrations and their demands, while a panel of representatives from the City of Flint, HUD, EPA, the Twin Cities Ministerial Alliance, and the Indiana NAACP responded to questions. Emotions in the room ran high and exchanges were characterized by anger and angst, tears and fears, analysis and strategizing, as well as fire, passion, and determination to exact justice for this travesty.

The day concluded with a set of demands that will comprise a plan of action going forward. Already, local and state level groups, including the Community Advisory Group, the Twin Cities Ministerial Alliance, the Shriver National Center on Poverty Law, the Federation, Calumet Lives Matter, Black Lives Matter, the Coalition of Pastors, the Community Strategy Group, the Natural Resources Defense Council, and the Indiana NAACP, have been working on many of these goals. As such, we fully acknowledge the consultative and agenda setting work that has already transpired, and is continuing. The aim is that, as a result of the events held on April 5th as well as the follow up, the findings will provide a snapshot of where we are at this point in time and will also lead to greater coordination, consolidation of efforts, and power building to achieve the outcomes that the community demands

East Chicago Community Change Agenda: Short and Long Term Goals—During the course of the series of discussions, the communities laid out the following recommendations of what needs to happen going forward to address the concerns expressed above, and otherwise:

1. Short Term Actions

a. Cross-Cutting

- i. There must be increased cooperation and coordination between agencies responding to this crisis and seeking to address current and dispersed resident needs.
- ii. The coordinated agencies must develop and share a clear set of transparent plans which are rooted in community engagement and input in decision making.
- iii. The coordinated agencies, individually and collectively, must host regular public hearings to keep residents apprised of any and all developments and to actively and constantly seek resident

- feedback and input.
- iv. here should be transparency and people should continue to have a way to ask questions online to ensure that those who have dispersed can continue to both get information and give input and feedback as the situation and remedies continue to unfold.
 - v. Processes for accessing resources that are available through HUD's Family Self Sufficiency Fund must be identified. One resident reported signing up in 2006, yet when she inquired about accessing the benefits, she has received no answers.
 - vi. The Housing Authority must take responsibility for tracking West Calumet Housing Complex residents as they disperse and provide information to HUD, DHHS, CDC, EPA, and any other entity responsible for ensuring that ongoing services and support be provided.
 - vii. Residents must have legal support to address the many circumstances that have resulted from this crisis.
- b. Environment
- i. Given the insufficiency of prior remediation efforts, the EPA must go deeper than 2 feet in subsequent remediation measures.
 - ii. Local and state environmental protection authorities must prevent the dumping of PCBs, a historic challenge in East Chicago that continues to this day.
 - iii. Advisories must be issued by environmental protection authorities regarding lead impacted appliances being resold to residents and others. Measures must be in place to identify these appliances and ensure that disclosures are included in advance and on the bill of sale for these products.
- c. Housing
- i. The Housing Authority must provide an extension for remaining residents, affording them the opportunity to remain at West Calumet Housing Complex until June so that students can finish the school year.
 - ii. The Housing Authority should advocate to ensure that West Calumet Housing Complex residents be given priority consideration in competition for limited Section 8 housing.
 - iii. HUD and/or the Housing Authority must provide support to residents in replacing household items as they set up new homes.
 - iv. Entities administering public housing must ensure that their operations are staffed by people with credentials to serve people with respect and dignity.
- d. Health
- i. Ongoing testing for lead and other toxins must continue to be offered for all current and dispersing residents from Zones 1, 2, and 3.
 - ii. Effective immediately, treatment for all health impacts (physical and mental) must be provided free of charge for all existing and dispersing residents, with efforts made to identify residents who have left in the intervening years since this contamination first began to occur. Culturally competent mental health services must be provided to address challenges related to separation and other arising socio-emotional needs in both children and adults.

- iii. Nutritional support must be provided to existing and dispersing residents to ensure that all possible mitigation measures against the absorption of lead are available and accessible.
- e. Education
- i. Children must be educated on what lead is and what the long-term impacts are, as well as how they can mitigate the effects of lead in their systems.
 - ii. School based emotional support must be provided to assist children in adjusting to their new environments.
 - iii. Assistance must be provided for families that have moved away so that they can still get their children back to East Chicago for continuity in completing the school year. To the extent that assistance is already available, sharing of this information should be improved and resources for transportation assistance must also be supplemented as it hasn't been sufficient to meet the need.
 - iv. School systems must, for current and dispersed residents, provide supplemental support for children who face cognitive, attention, and other challenges so that all efforts are made to help students to achieve to the greatest extent possible.

2. Long Term Actions

- a. Cross-Cutting
- i. Those responsible for this crisis must be held financially accountable.
 - ii. In order to secure much needed financial support, residents, current and dispersed, must file a class action law suit against the corporations responsible for the pollution.
 - iii. Livelihood and a good education remain critical foundational bricks on the best path out of poverty. As such, these should be pillars of future community development efforts so that communities do not find themselves in circumstances of such extreme vulnerability and powerlessness.
 - iv. The Housing Authority must maintain an updated database with contact information for all dispersing residents for long term tracking and ensuring a continuum of supportive services.
- b. Environment
- i. Forty years of unsuccessful attempted remediation by the EPA have proven that no clean-up is 100% effective. As such, there should be no residential/housing built on this land.
- c. Housing
- i. Eminent Domain, as a policy/practice, should be eliminated.
 - ii. If redevelopment occurs in this area, affordable housing must be a part of the redevelopment plans, including rental properties.
 - iii. Residents should have first priority to return to East Chicago if new housing opportunities arise. Returning residents should be given the right of first refusal.
 - iv. Buying and selling of all housing properties must include full disclosure of any potentially harmful circumstances, like the siting of a home on a Superfund site.

- v. Legislation must be enacted to prohibit denying prospective renters because they have section 8 vouchers. Legislation should stipulate that a landlord cannot discriminate based on section 8 status

- d. Health
 - i. All East Chicago residents (present and past) should be entitled to Medicare coverage (and the full range of physical and mental health care services) for life to ensure that they have the necessary care and treatment going forward to deal with any consequences of chronic toxic exposure.

- e. Education
 - i. Supplemental support for remaining and dispersed resident children who face cognitive, attention, and other challenges must be provided for the duration of their time in the educational system.

- f. Economics
 - i. Economic opportunities must be afforded to all remaining and dispersing residents. The Local Hire Ordinance must be upheld to provide maximum job opportunities. Furthermore, apprenticeship and other job training programs must be priorities. Disadvantaged Business Enterprise provisions should be instituted. An active effort to develop economic development opportunities for the community must be identified.

Appendix H: NAACP Emergency Management Partnerships & Collaborations

The NAACP has several emergency management partnerships and collaborations with government agencies and non-governmental organizations. See Table 4 below for more information.

**Table 4: NAACP Emergency Management Partnerships and Collaborations
Federal Emergency Management Agency (FEMA)**

DESCRIPTION	RECOMMENDATIONS
<ol style="list-style-type: none"> 1. NAACP-FEMA Memorandum of Understanding—established in 2013 provides infrastructure for national, state, and local collaboration including NAACP input on human and civil rights dimensions of emergency management 2. FEMA’s Pre-Disaster Mitigation Programs: FEMA’s Mitigation Directorate is responsible for programs that take action before a disaster, in order to identify risks and reduce injuries, loss of property, and recovery time. The agency has major analysis programs for floods, hurricanes, dams, and earthquakes. FEMA works to ensure affordable flood insurance is available to homeowners in flood plains, through the National Flood Insurance Program, and also works to enforce no-build zones in known flood plains and relocate or elevate some at-risk structures. Pre-Disaster Mitigation grants are available to acquire property for conversion to open space, retrofit existing buildings, construct tornado and storm shelters, manage vegetation for erosion and fire control, and small flood control projects. 3. FEMA offers a large number of training classes, either at its own centers, through programs at the state level, in cooperation with colleges and universities, or online. The Training and Education Division within FEMA’s National Integration Center directly funds training for responders and provides guidance on training-related expenditures under FEMA’s grant programs. 	<ol style="list-style-type: none"> 1. Participation in Citizen Corps-- helps citizens and organizations take a more active role in crime prevention, risk reduction, and emergency preparedness. Councils enable collaborative planning and capacity building between government and civic leaders from all sectors and provide localized information and support for outreach and educational efforts to the public. Citizen Corps Councils also support training and exercises, and volunteer programs that augment the full range of emergency response services. 2. Involvement in Community Emergency Response Team (CERT) Program --educates people about disaster preparedness and trains them in basic disaster response skills, such as fire safety, light search and rescue, and disaster medical operations. CERT trained members can assist others in neighborhoods or workplaces following an event and can take a more active role in preparing their community. The program is administered by the Federal Emergency Management Agency. 3. Connect with FEMA Youth Preparedness Initiative—opportunity for Youth and College to provide campus preparedness 4. Participation in Whole Community Model design process to ensure that the advocacy and service priorities of the Association are incorporated 5. Participation in upcoming FEMA African American Leadership Forum 6. Ongoing dialogue with FEMA’s National

DESCRIPTION	RECOMMENDATIONS
<p>4. FEMA’s emergency response is based on small, decentralized teams trained in such areas as the National Disaster Medical System (NDMS), Urban Search and Rescue (USAR), Disaster Mortuary Operations Response Team (DMORT), Disaster Medical Assistance Team (DMAT), and Mobile Emergency Resource Support (MERS).</p> <p>5. FEMA has led a Public-Private Partnership in creating a National Donations Management Program making it easier for corporations or individuals not previously engaged to make offers of free assistance to States and the Federal Government in times of disaster. The program is a partnership among FEMA, relief agencies, corporations/corporate associations and participating state governments.</p> <p>6. FEMA Public Assistance(PA) Program: Through the PA Program, FEMA provides supplemental Federal disaster grant assistance for debris removal, emergency protective measures, and the repair, replacement, or restoration of disaster-damaged, publicly owned facilities and the facilities of certain Private Non-Profit organizations. For NGOs this could include shelters, soup kitchens, day cares, etc. The PA Program also encourages protection of these damaged facilities from future events by providing assistance for hazard mitigation measures during the recovery process.</p> <p>7. Disaster assistance is money or direct assistance to individuals, families and businesses in an area whose property has been damaged or destroyed and whose losses are not covered by insurance. It is meant to help with critical expenses that cannot be covered in other ways. This assistance is not intended to restore damaged property to its condition before the disaster. While some housing assistance funds are available through their Individuals and Households Program, most disaster assistance from the Federal government is in the form of loans administered by the Small Business Administration. For</p>	<p>Office with Bi-Directional Engagement with Emergency Management Taskforce representative.</p> <p>7. Exploration of partnership around minority supplier engagement in FEMA equipment and supply needs</p> <p>8. A national level NAACP Liaison with FEMA must be appointed.</p> <p>9. Exploration of partnership for community education on FEMA systems, services, and resources</p> <p>10. Appointment of dedicated state and local level liaisons with State EMAs, Voluntary Agency Liaisons (VALs) and local representatives would be ideal.</p>

DESCRIPTION	RECOMMENDATIONS
<p>people ineligible for SBA loans, FEMA can help. FEMA offers these types of individual assistance:</p> <ul style="list-style-type: none"> a. \$30,200 maximum grant b. Home must be primary residence c. Money for rent in 3 month periods up to 18 months d. Only supplements what insurance doesn't cover e. Can help with small business loan through SBA f. Medical and dental expenses g. Funeral and burial expenses h. Expenses for replacement of basic clothes' i. Moving and storage expenses j. Replacement of car k. Non-profit security grant program (security) l. FEMA also supports the following additional assistance programs in disasters: <ul style="list-style-type: none"> i. Crisis Counseling and Training ii. Tax Assistance iii. Disaster Employment Assistance iv. Legal Services <p>EXISTING ENGAGEMENT BETWEEN NAACP AND FEMA</p> <ol style="list-style-type: none"> 1. The Florida State Conference has established an MOU with the Florida EMA. 2. Florida State Conference President Adora Obi Nweze has been appointed by Administrator Fugate to represent the NAACP on the FEMA National Advisory Council. 3. The NAACP Environmental and Climate Justice Director sits on the Advisory Working Group for the Whole Community model development. 4. Several conversations have transpired between the ECJ and the FEMA Headquarters staff regarding potential points of collaboration. 5. State EMAs from FEMA's Regions IV and VI engaged with NAACP to define points 	

DESCRIPTION	RECOMMENDATIONS
<p>of collaboration during the Gulf Oil Drilling Disaster.</p> <ol style="list-style-type: none"> 6. In the Alabama Tornadoes, NAACP has engaged with FEMA as follows: <ol style="list-style-type: none"> a. State EMAs from FEMA’s Regions IV and VI engaged with NAACP to define points of collaboration during Gulf Oil Drilling Disaster for 5 Gulf States b. In Alabama, NAACP State Conference President, Mr. Benard Simelton, and State EMA Personnel have had several meetings to discuss collaboration since the Alabama tornadoes commenced. c. Alabama EMA Joint Regional Office offered desk space to Alabama State Conference d. Alabama EMA offered stipend work opportunities for HBCU students e. Continued dialogue between FEMA HQ officials and NAACP Environmental and Climate Justice Director. 	

American Red Cross (ARC)

DESCRIPTION	RECOMMENDATIONS
<ol style="list-style-type: none"> 1. MOU between NAACP and American Red Cross established in 1978—lays out broad parameters for collaboration. 2. ARC provides the following services: shelter, food, and health and mental health services to address basic human needs, as well as blood, blood products, handling of family inquiries including finding missing relatives, and helps with accessing other services. 3. NAACP volunteers are embedded with “Community Relations” which currently has challenges in terms of definition of role, clarity among Red Cross staff about role and processes, and varied utility of the stated role. But the potential is significant, and by 	<ol style="list-style-type: none"> 1. An updated MOU--would provide clarity on respective roles, intended outcomes, and processes/procedures. 2. Improved definition of roles of Community Relations Team 3. Significantly improved communication to Red Cross Intake team regarding role of community relations team. 4. Daily Community Relations groups’ check-in 5. Implementation of in-depth evaluation process. 6. NAACP national process for dialogue with deployed volunteers 7. Exploration of partnership around minority supplier engagement in FEMA equipment

DESCRIPTION	RECOMMENDATIONS
<p>all accounts, the current state of affairs is a vast improvement, given that nothing existed previously.</p> <ol style="list-style-type: none"> 4. NAACP volunteers, previously trained, have been deployed as part of Red Cross regular volunteer force for the Alabama Tornadoes. 5. Ongoing dialogue and coordination is occurring between NAACP Alabama State Conference President and Alabama Headquarters Officials 6. Ongoing dialogue and coordination continues between Reverend Rivers, Reverend White, and various American Red Cross personnel at national, regional, and state levels. 7. Adhoc Volunteer Engagement of Gene Collins as Regional Liaison between NAACP and the Red Cross 	<p>and supply needs</p> <ol style="list-style-type: none"> 8. Exploration of state and local level partnerships around provision of relief services such as food distribution and sheltering 9. A national level NAACP Liaison with the American Red Cross must be appointed. 10. Appointment of dedicated state and local level liaisons with the ARC would be ideal.

Voluntary Organizations Active in Disaster (VOAD)

DESCRIPTION	RECOMMENDATIONS
<ol style="list-style-type: none"> 1. VOAD is the forum where organizations share knowledge and resources throughout the disaster cycle—preparation, response, relief, and recovery—to help disaster survivors and their communities. 2. Coordination activities of VOAD include meetings at the state and local level, conference calls at the national, state, and local levels, and email lists/listserv all with the aim of exchanging information and dialogue around maintaining a coordinated, harmonized, efficient, and effective response. 3. NAACP has had sporadic engagement with VOADs (not measured in some areas) 	<ol style="list-style-type: none"> 1. NAACP National becomes a member of the National VOAD which would provide access to all levels of the VOAD infrastructure, nationally, as well as at the regional, state, and local levels thereby providing access to real-time information, coordination, and collaboration between responding agencies. 2. State Conferences are encouraged to join state VOADs which would mean that they would be a part of the real-time information sharing, coordination and collaboration infrastructure at the state level. 3. Branches and college chapters are encouraged to collaborate with local VOADs which would mean that they would be a part of the real-time information sharing, coordination and collaboration infrastructure at the local level.

Department of Housing and Urban Development (HUD)

DESCRIPTION	RECOMMENDATIONS
<p>Community Development Block Grants are available, largely to states, but to some extent municipalities, focused on low income communities and supporting the following activities:</p> <ol style="list-style-type: none"> 1. Buying damaged properties in a flood plain and relocating residents to safer areas; 2. Relocation payments for people and businesses displaced by the disaster; 3. Debris removal not covered by FEMA; 4. Rehabilitation of homes and buildings damaged by the disaster; 5. Buying, constructing, or rehabilitating public facilities such as streets, neighborhood centers, and water, sewer and drainage systems; 6. Code enforcement; 7. Homeownership activities such as down payment assistance, interest rate subsidies and loan guarantees for disaster victims; 8. Public services (generally limited to no more than 15 percent of the grant); 9. Helping businesses retain or create jobs in disaster impacted areas; and planning and administration costs (limited to no more than 20 percent of the grant). <p>The HOME Program provides grants to states or localities to support low income home rental or home ownership. Activities supported through the HOME programs include:</p> <ol style="list-style-type: none"> 1. Home purchase or rehabilitation financing assistance to eligible homeowners and new homebuyers; 2. Build or rehabilitate housing for rent or ownership; 3. “Other reasonable and necessary expenses related to the development of non-luxury housing,” including site acquisition or improvement, demolition of dilapidated housing to make way for HOME-assisted development, and payment of relocation expenses. 	<ol style="list-style-type: none"> 1. NAACP should make sure that states and municipalities are fully utilizing CDBGs and HOME funding and that there is racially equitable distribution of those resources with a focus, as written into the policy, on low income communities. 2. NAACP should work with states and municipalities to ensure that NAACP is engaged in, or at minimum monitoring, processes governing site selection, allocation of resources, contracting, etc. 3. At the state conference level, NAACP should have a designated liaison with HUD to monitor and ensure the equitable distribution of programs, resources, and services, as well as to make sure that as redevelopment plans are being designed land loss, gentrification, and predatory acquisition

Department of Agriculture

DESCRIPTION	RECOMMENDATIONS
<p>USDA is the United States federal executive department responsible for developing and executing U.S. federal government policy on farming, agriculture, and food. It aims to meet the needs of farmers and ranchers, promote agricultural trade and production, work to assure food safety, protect natural resources, foster rural communities and end hunger in the United States and abroad. Specific Programs Include:</p> <ol style="list-style-type: none"> 1. Emergency Food Assistance Program—Purchases, processes, and packages food and ships to individual states. 2. Emergency Food Safety Information—Provides information on how to determine if food is safe and how to keep it safe in emergencies, to minimize risk of foodborne illnesses in emergency situations. 3. Federal Disaster Assistance Information—Keeps public prepared when disaster strikes with safety alerts, preparedness lists, and disaster prevention information. 4. Emergency Loan Assistance—Provides emergency loans to help producers recover from losses due to natural disasters or quarantine 5. Emergency Watershed Protection Program—Safeguards lives and property from floods, droughts and the erosion on any watershed, when natural occurrences causes a sudden impairment of the watershed. 6. Non-Insured Crop Disaster Assistance Program—Provides financial assistance to producers of non-insurable crops when low yields, loss of inventory, or prevented planning occur due to natural disasters 7. Crop Insurance Program—Offers crop insurance policies as a risk management option for agricultural producers. 8. Rural Disaster Assistance Program-- Offers financial assistance (loans, grants, etc.) to help minimize financial hardship. 9. 9. Tree Assistance Program (TAP)--Provides financial assistance to qualifying orchardists to replace eligible trees, bushes, and vines damaged by natural disasters. 10. 10. Supplemental Revenue Assistance Payments (SURE)Program--Provides financial assistance for crop production and or quality losses due to a natural disaster. 11. 11. Supplemental Nutritional Assistance Program (SNAP)--Provides food benefits to people who might not ordinarily qualify for the Food Assistance Program. 12. 12. USDA Rural Development has grant and loan funds available to rural communities to provide housing and shelter, public safety, health care and community 	<ol style="list-style-type: none"> 1. At the state conference level, NAACP should have a designated liaison with the Dept. of Ag to monitor and ensure the equitable distribution of programs, resources, and services, as well as to make sure that as redevelopment plans are being designed land loss, gentrification, and predatory acquisition of property is minimized. 2. NAACP designated representative can ensure that units understand the resources available through the various Dept. of Agriculture programs so that community members can access.

Appendix I: Training Opportunities

EM Training and Orientation Opportunities for Local Branch Leadership

I. Core Online Emergency Management Courses

1. IS-21 Civil Rights and FEMA Disaster Assistance (Updated annually)
2. IS-230.D: Fundamentals of Emergency Management
3. IS-100.c: Introduction to Incident Command System.
4. IS-700.b - An Introduction to the National Incident Management System
5. IS-800.b: National Response Framework, An Introduction.
6. IS-2900.a - National Disaster Recovery Framework (NDRF) Overview
7. You Are The Help Until Help Arrives Training

II. Activities for Level I—Basic/Introductory:

- Attend an LEPC session and/or request a presentation on the local emergency plan for your NAACP unit
- Review Guidance to State and Local Governments and Other Federally Assisted Recipients Engaged in Emergency Preparedness, Response, Mitigation, and Recovery Activities on Compliance with Title VI of the Civil Rights Act of 1964
- Review a Guide to the Disaster Declaration Process and Federal Disaster Assistance
- Make sure the local branch is following appropriate local, state and federal emergency managements/ public safety social media accounts.

III. Trainings for Level II--Intermediate

- IS-288.a: The Role of Voluntary Organizations in Emergency Management
- IS-806: Emergency Support Function (ESF) #6 - Mass Care, Emergency Assistance, Housing, and Human Services
- IS-405: Mass Care / Emergency Assistance Overview
- IS-403: Introduction to Individual Assistance (IA)
- IS-634: Introduction to FEMA's Public Assistance Program

IV. Trainings for Level III--Advanced

- IS-505: Religious and Cultural Literacy and Competency in Disaster
- IS-244.b: Developing and Managing Volunteers
- IS-26: Guide to Points of Distribution
- IS-368: Including People with Disabilities & Others with Access & Functional Needs in Disaster Operations.
- IS-366: Planning for the Needs of Children in Disasters.

V. Further Intermediate or advanced SME in emergency management:

1. FEMA Emergency Management Professional Program (EMPP)
 - National Emergency Management Basic Academy
 - National Emergency Management Advanced Academy
 - National Emergency Management Executive Academy
2. Engaging for Faith-Based and Community: Planning Considerations for Emergency Manager
3. International Association of Emergency Management (IAEM) - AEM/CEM Study Guide and Other Resources
 - AEM/CEM Study Guide (03 Apr 2018)
 - AEM/CEM Brochure (08 May 2018)
 - AEM/CEM Overview Presentation (June 2018)
 - IAEM Crosswalk for EMPP (04 Dec 2017)
 - Competencies for Emergency Management (24 Jan 2017) The CEM requirements are based on a job analysis and KSAs that IAEM produced independently in an effort that pre-dates the Emergency Management Institute version.

VI. Crosscutting--Know the following local points of contact:

- Police Chief
- Fire Chief
- Public Health Official
- Emergency Manager (City and/or County, State Level)
- Local Red Cross Emergency Services Representative
- Local City/County Emergency Preparedness Outreach Representative
- Local Emergency Planning Committee Point of Contact - Under the Emergency Planning and Community Right-to-Know Act (EPCRA), Local Emergency Planning Committees (LEPCs) must develop an emergency response plan, review the plan at least annually, and provide information about chemicals in the community to citizens. Plans are developed by LEPCs with stakeholder participation. There is one LEPC for each of the more than 3,000 designated local emergency planning districts. To find your LEPC, please contact your State Emergency Response Commission (SERC). The LEPC membership must include (at a minimum):
 - Elected state and local officials
 - Police, fire, civil defense, and public health professionals
 - Environment, transportation, and hospital officials
 - Facility representatives
 - Representatives from community groups and the media.

Appendix J: References

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