

Emergency Managers Tool Kit: Meeting the Needs of Latino Communities



National Council of La Raza (NCLR)

The National Council of La Raza (NCLR) – the largest national Hispanic civil rights and advocacy organization in the United States – works to improve opportunities for Hispanic Americans. Through its network of nearly 300 affiliated community-based organizations (CBOs), NCLR reaches millions of Hispanics each year in 41 states, Puerto Rico, and the District of Columbia. To achieve its mission, NCLR conducts applied research, policy analysis, and advocacy, providing a Latino perspective in five key areas – assets/investments, civil rights/immigration, education, employment and economic status, and health. In addition, it provides capacity-building assistance to its Affiliates who work at the state and local level to advance opportunities for individuals and families.

Founded in 1968, NCLR is a private, nonprofit, nonpartisan, tax-exempt organization headquartered in Washington, DC. NCLR serves all Hispanic subgroups in all regions of the country and has regional offices in Chicago, Los Angeles, New York, Phoenix, and San Antonio.

NCLR's health programs are housed in the Institute for Hispanic Health (IHH), whose mission is to improve the health and well-being of Hispanics. IHH works to reduce the incidence, burden, and impact of health problems in the Hispanic community by designing, evaluating, testing, and preparing for replication science-based health interventions that are culturally competent and linguistically appropriate. IHH supports community mobilization through *promotores de salud* (community health educator) programs; provides capacity-building support to CBOs; shapes and implements mass media outreach campaigns; conducts professional development activities; and conducts research and evaluations.

U.S. Department of Health and Human Services – Office of Minority Health (OMH)

The Office of Minority Health (OMH) was created in 1986 and is one of the most significant outcomes of the 1985 Secretary's Task Force Report on Black and Minority Health. The Office is dedicated to improving the health of racial and ethnic minority populations through the development of health policies and programs that will help eliminate health disparities.

OMH programs address disease prevention, health promotion, risk reduction, healthier lifestyle choices, use of health care services, and barriers to health care.

Mosaica: The Center for Nonprofit Development and Pluralism

Mosaica: The Center for Nonprofit Development and Pluralism is a values-based multicultural nonprofit organization that provides tools to other nonprofits to build just, inclusive, and thriving communities and societies. Its special commitment is to strengthen and support entities committed to serving and empowering groups whose voices are least likely to be heard when public policies are adopted and resources allocated.

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Foreword

In September 2005, I found myself in Houston’s Astrodome, surrounded by several thousand Hurricane Katrina survivors, speaking to someone I’ll call “Jose.” He was the only Latino I could find in the entire facility who had come forward to obtain the support so expertly arranged by that city’s government, in conjunction with relief agencies and generous corporations. I knew that official statistics documented the presence of at least 200,000 Hispanics in New Orleans when Katrina hit, so I asked him what happened to the rest of the community. What he told me jibed with what I already suspected – few Latinos were reached by evacuation notices, many who did receive information were afraid of coming forward, some who did come forward were denied or deterred from seeking services by relief agencies and government officials. I promised him I would do what I could to help.

Beginning at that moment, less than a year after I received the honor of being asked to lead what I believed to be the most important Latino institution in the country, I had some decisions to make. Should NCLR, an organization that had not done extensive work in emergency preparedness and relief in the past, seek to engage this issue? And, perhaps more importantly, what exactly should we do to help?

To a large extent, the first question answered itself. We fielded numerous requests for help from the Gulf Coast region itself. Although NCLR did not have any Affiliates in New Orleans and the Mississippi coast, many Affiliates – from both within and outside the Southeast – asked us to support their efforts to provide assistance. So we started a Katrina Relief Fund, and with contributions from many corporate and government partners, ultimately we were able to distribute more than \$300,000 to organizations working on the front lines.

After just a few weeks, it also became obvious that the disaster exposed some serious, systemic problems in our emergency preparedness and relief systems. So we decided to collect information and write a report, *In the Eye of the Storm*, which documented a number of these shortcomings.

But as we completed the report and began closing out our relief fund, I was left with a gnawing feeling that we needed to do more. Yes, we had done well in getting some immediate support to Latino-serving groups. And, yes, I was proud of our report, which exemplifies the “gadfly” role that advocacy organizations have always filled in this country. Yet I also believed that while it’s entirely appropriate to document a problem, we also needed to become part of the solution.

My sense was while there were many manuals and guidebooks available to emergency planners and first responders, few were developed with Latinos in mind. So I asked Garth Graham, Director of the Office of Minority Health, for support in this effort. And we also reached out to a number of experts in the preparedness and relief field, both in private organizations and government agencies, to work with us. Despite the fact that we had been critical of many of them in our report, they enthusiastically agreed.

This Tool Kit is the first step in what I hope will be a multi-year effort to develop and disseminate practical and simple tools that will assist emergency managers to improve their responsiveness to Latinos generally, and Hispanic immigrants in particular. And I emphasize “first step” – we know that some of these tools need further testing and refinement, and we fully intend to conduct formal field tests over the next year.

In the meantime, we know of no other single reference guide that has collected what we believe to be the most useful, culturally competent and linguistically appropriate materials in a single, easy-to-find format. In addition, we hope and expect that this Tool Kit will stimulate efforts to improve the emergency management system’s responsiveness to other groups.

The inadequate preparation for and response to Katrina exacerbated an already serious human tragedy, and most observers now accept that ethnic minorities were disproportionately affected. But in the context of some other potential disasters – such as pandemic or a biological or chemical incident – the failure to include everyone in planning and response could imperil the health and safety of all Americans. For that reason alone, we believe continued work in this area is critical.

And for me personally, it helps fulfill the promise I made to Jose in the Astrodome, so that next time, everyone affected by an emergency receives timely warnings, adequate relief services, and the long-term support that we, as the greatest and most prosperous nation on earth, should provide.



Janet Murguía

July 2010

Acknowledgments

This Tool Kit represents a collaborative effort between a number of organizations – the National Council of La Raza (NCLR), the Office of Minority Health, U.S. Department of Health and Human Services (OMH/HHS), Mosaica: The Center for Nonprofit Development and Pluralism, and the National Immigration Law Center (NILC).

Many individuals at NCLR contributed to this Tool Kit. Former NCLR Senior Project Manager Eduardo Cusicanqui conducted most of the initial research, prepared initial drafts of the Tool Kit, and managed the project in its early stages. NCLR Executive Vice President Charles Kamasaki, Liany Arroyo, former Director of NCLR’s Institute for Hispanic Health (IHH), and NCLR consultants Carlos Ugarte and Susannah Senerchia also contributed to various drafts of the Tool Kit. Mosaica President Emily Gantz McKay reviewed and collected initial materials, substantially reorganized and revised them, and produced the final version of the Tool Kit. NCLR consultants Rosemary Aguilar and Ofelia Ardón-Jones, principals at A&A Design Services, assisted with layout and graphics. NCLR Director of Quality Control Jennifer Kadis provided editing support.

NCLR thanks the many individuals who provided assistance in completing this effort. First and foremost, the Tool Kit benefitted from the guidance and expertise of an external Disaster Advisory Group, whose members included:

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NCLR also thanks its many colleagues at the National Immigration Law Center (NILC). Included in the Tool Kit is a NILC paper: *Addressing the Needs of Immigrants and Limited English Communities in Disaster Planning and Relief: Lessons for Government, Disaster Relief Agencies, and Community-Based Organizations*. This paper stems from interviews conducted by Brett Murphy, a Bill Emerson Congressional Hunger Fellow hosted by NILC. The chapter was authored by Brett Murphy and Jonathan Blazer. Editorial assistance was provided by Tanya Broder, Eduardo Cusicanqui, Richard Irwin, Elizabeth Light, and Grisella Martinez. The authors also wish to particularly acknowledge the feedback and assistance provided by Melissa Crow.

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Mosaica's Emily Gantz McKay brought the fresh thinking, enormous energy, and expert editorial assistance NCLR needed to complete the effort. This project would not have been completed without her.

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The contents of the Tool Kit are the sole responsibility of NCLR, which is responsible for any errors. Any views expressed herein do not necessarily reflect the opinions of collaborating organizations, DAG members, or any of our funders.

Section 1

Need for and Use of the Tool Kit

IN THIS SECTION...

- Why this Tool Kit is needed
- Its purpose, scope, and organization
- Where in the Tool Kit to find often-needed types of information

Need for the Tool Kit

Emergency managers and other emergency responders need to ensure that the Latino/Hispanic* residents of their cities, counties, and states receive needed information and assistance to prepare for, survive, and recover from public emergencies, from hurricanes to pandemics. This Tool Kit is designed to meet this need. The Tool Kit is important for three primary reasons, as summarized below.

1. Latinos are a large, growing, and widely dispersed U.S. subpopulation
2. Latinos face a number of barriers to full inclusion in emergency planning and response
3. Successful Latino-focused emergency preparation and response benefits everyone

* The terms *Latino* and *Hispanic* are used interchangeably by the U.S. Census Bureau and throughout this report to identify persons of Mexican, Puerto Rican, Cuban, Central and South American, Dominican, and Spanish descent; they may be of any race.

1. Latinos are a large, growing, and widely dispersed U.S. subpopulation

If you are an emergency manager, Hispanics are very likely to be part of the population you serve. Latinos are the nation's largest and fastest-growing racial/ethnic group – and an important population in many cities and states that had few Latino residents even 20 years ago. For example, at the time of Katrina, the 117 hardest-hit parishes and counties along the Louisiana and Mississippi Gulf Coasts had about 1.8 million Hispanic residents, many of them immigrants.

According to the U.S. Census:¹

- Nearly 50 million Hispanics live in the U.S. including Puerto Rico – accounting for almost one of every six residents.
- Hispanics live in every state – and are a growing population in most states.
- The Hispanic population is growing particularly rapidly in the South. For example, between 2000 and 2006, the Hispanic populations in Tennessee, Georgia, North Carolina, and South Carolina grew about 60%.²

2. Latinos face a number of barriers to full inclusion in emergency planning and response

Lack of appropriate planning, knowledge, materials, resources, and relationships – on the part of emergency responders and Latino residents – creates barriers that put Hispanics at special risk in emergencies (see box on next page). These barriers can be overcome only through increased emergency responder information about and understanding of the Latino community, community and media relationships established *before* an emergency occurs, and effective systems and procedures for reaching and assisting Latinos.

3. Successful Latino-focused emergency preparation and response benefits everyone

Effective emergency preparation and response targeting Latinos improves overall community health and safety. Conversely, unless emergency planning and response serves Latinos well, both Latinos and the broader community are at risk. If Latinos don't get the word and evacuate before a severe hurricane, their lives are endangered, and so are the lives of search and rescue teams. If they leave

BARRIERS TO FULL INCLUSION OF HISPANICS IN EMERGENCY PLANNING AND RESPONSE

Barriers related to lack of appropriate systems and procedures

- Emergency plans without information about where Latinos live
- Lack of pre-existing relationships with Latino community-based organizations – so these natural allies are not trained and ready to assist during an emergency
- Lack of pre-existing relationships with Hispanic media
- No plan for transmitting critical information and warnings to the Latino community via Spanish-language media and other mechanisms during the critical hours and days before a disaster or during a public health emergency
- Few Spanish-language and/or bilingual materials in use for either preparedness or response
- Lack of procedures and/or low priority given to recruiting and training Latinos as emergency responders

Barriers related to emergency responders knowledge and experience gaps

- Lack of awareness of the importance of planning and community relationships that include Latinos
- Latino community needs not built into pre-planning desktop exercises or simulations
- Inappropriate actions by some responders (elected officials, staff, and volunteers) that create distrust, so Latinos do not come forward and request assistance – even when their lives are at risk
- Incorrect assumptions about the need to obtain documentation or determine eligibility during an emergency, rather than focusing on protecting lives and public safety
- Incorrect assumptions that Latino legal residents and citizens, especially those with limited English skills, are “illegal” – so they are denied or discouraged from seeking assistance they are entitled to

Barriers related to Hispanic language, past experiences, and immigration status

- Limited English skills among Latino immigrants, especially recent immigrants
- Use of Spanish-language rather than mainstream media
- Fear and distrust of government based on experiences in the home country
- Fear of deportation by Latinos who are undocumented or who have an immigrant family member – so they are afraid to request help in an evacuation, entry to a shelter, or assistance during an emergency
- Fear by legal residents who are not yet citizens that accepting assistance will lead them to be adversely affected under federal “public charge” provisions
- Complicated laws like the welfare reform legislation passed in 1996, which bars many legal residents from federal financial assistance for the first five years and limits total years of service eligibility for refugees

late or through the wrong routes, they may contribute to traffic jams or bottlenecks. If Hispanic families aren't informed about a pending flu pandemic or of the consequences of a biological terrorist attack, they may unknowingly contribute to the spread of the virus or bacteria, thus putting the entire community at risk. On the other hand, if Hispanics receive appropriate communications and assistance, they will comply with emergency directives, be safe themselves, and reduce the burden on emergency responders.

Purpose and Scope of the Tool Kit

Purpose: To help emergency managers improve responsiveness to Latinos, especially immigrants, in disaster planning, relief, and recovery, so that the Latino community has full access and inclusion. The Tool Kit was developed using a variety of principles and practices, including those summarized in the box below.

Scope: To provide an organized source of practical information, resources and contacts, recommended strategies, and tools for emergency managers and their public and private partners – so they can actively include Latinos in preparing for emergencies, help them comply with emergency orders, and enable them to participate fully and equitably in response efforts and recovery services. The examples and resources include promising practices and materials already in use in some communities. Much of the advice in the Tool Kit is relevant to other

GUIDING PRINCIPLES ON INTEGRATING RACIALLY AND ETHNICALLY DIVERSE COMMUNITIES INTO PUBLIC HEALTH EMERGENCY PREPAREDNESS

PRINCIPLE 1: Identifying, locating, and maintaining a profile of diverse racial/ethnic, immigrant, and limited-English-proficient (LEP) populations within the community.

PRINCIPLE 2: Establishing sustainable partnerships between community representatives and the public health preparedness system to assess, build, and sustain trust with diverse racial/ethnic, immigrant and LEP populations.

GUIDING PRINCIPLES ON INTEGRATING RACIALLY AND ETHNICALLY DIVERSE COMMUNITIES INTO PUBLIC HEALTH EMERGENCY PREPAREDNESS (CONT).

- PRINCIPLE 3:** Engaging community representatives to design, implement, and evaluate emergency risk communication strategies, ensuring that they are culturally and linguistically appropriate.
- PRINCIPLE 4:** Developing and testing drills and exercises that reflect the community and incorporate scenarios that explicitly take into account situations involving culturally and linguistically diverse populations.
- PRINCIPLE 5:** Building capacity within the public health preparedness system to respond to unique needs of diverse communities.
- PRINCIPLE 6:** Measuring and evaluating emergency plans and actions from preparedness to recovery, ensuring the active involvement of participants from the public health preparedness system and the community in a continual process of review.
- PRINCIPLE 7:** Coordinating information, resources, and actions within and across organizations as well as with diverse communities in a concerted effort to maximize compliance and adherence to preparedness practices.
- PRINCIPLE 8:** Ensuring the availability of funds to develop and sustain services, programs, and policies that strengthen diverse communities' ability to prepare and respond to as well as recover from emergency events.

Source: Center for Health Equality at Drexel University's School of Public Health, 2008, drawing from the work of the National Consensus Panel on Emergency Preparedness and Cultural Diversity, at <http://www.diversitypreparedness.org>.

immigrant and language-minority communities, although each has its own unique cultural and historical issues.

Targeted Users: Emergency management offices and first responders at all levels, including federal, state, and local government agencies and private relief agencies. The focus is on staff, but volunteers may also find the information useful.

Contents and Use: Concise text based on action steps to address three key areas: Latino community engagement, Latino-focused communications and outreach, and Latino access and inclusion. The Tool Kit includes suggested strategies, examples, tools, promising practices, and other resources. The text directs users to a CD-ROM and several appendices providing additional practical tools and resources. Emphasis throughout is on preparedness – knowledgeable personnel, plans, materials, and relationships to have in place before an emergency and implemented when needed.

Sections

The Tool Kit is organized as follows:

- **Section 1: Introduction** summarizes the need for, contents of, and suggested use of the Tool Kit, so the reader can easily find needed information
- **Section 2: Latino Community Engagement in Emergency Planning** provides steps and factors to consider in developing relationships with Latino groups, leaders, and media.
- **Section 3: Reaching Latinos: Communications and Outreach** addresses message and materials development and effective communications channels and messengers, including working effectively with Spanish-language media.
- **Section 4: Access and Inclusion: Serving Latinos during and after Emergencies** provides information about eligibility for emergency relief and for various types of recovery programs, civil rights protections related to national origin including language, and steps to help ensure that Latinos have full access to all emergency relief and recovery services for which they are eligible.
- **Appendix A: Addressing the Needs of Immigrants and Limited English Communities in Disaster Planning and Relief** provides a detailed description of lessons for emergency responders from past emergencies, especially Hurricane Katrina, and specific recommendations for emergency response agencies at all levels, other government agencies, and legislators.
- **Appendix B: Resources for the Latino Community** identifies some useful

sources of Spanish-language emergency preparedness and response materials, and provides “hard copies” of some particularly useful materials as well as reference to electronic versions on websites and on the CD-ROM that accompanies this Tool Kit. A chart identifies the English-language equivalents of these Spanish-language materials and tells you where to find them on the Internet.

- **Appendix C: Resources for Emergency Managers** provides many materials – sample plans, studies, etc. – to help emergency managers reach out to Latinos and other culturally diverse and immigrant communities. Most materials referenced are also on the CD-ROM.
- **Appendix D: Research Findings**

Finding Information in the Tool Kit

The table that follows identifies some frequently identified information needs and questions and guides you to the appropriate Tool Kit section or appendix.

Information Need or Question	Location	Pages
Principles for community engagement by public agencies	Box on Principles for Community Engagement, Section 2, Step 1, <i>Understand your Latino community</i>	12-13
Understanding barriers to full Latino participation in emergency planning and response	<ul style="list-style-type: none"> ■ Section 1, Reason 2, <i>Latinos face a number of barriers to full inclusion in emergency planning and response</i> ■ Section 4, Introduction: <i>Barriers to Latino Access and Inclusion</i> 	2 54 - 55
Census data on the Latino population	<ul style="list-style-type: none"> ■ Section 1, Reason 1, <i>Latinos are a large, growing, and widely dispersed U.S. subpopulation</i> ■ Box on Latino Demographics in Section 2, Step 1, <i>Understand your Latino community</i> 	2 15
Types of information you should seek about your Latino community	Box on Things to Learn about Your Latino Community, in Section 2, Step 1, <i>Understand your Latino community</i>	16
National Latino organizations that can help you find local Hispanic organizations	Box on National Organizations that can Help You Find Latino Partners, in Section 2, Step 2, <i>Develop ongoing relationships with Latino organizations</i>	21 - 22
Finding and developing relationships with Hispanic nonprofits	<p>Section 2, Step 2, <i>Develop ongoing relationships with Latino groups</i> including:</p> <ul style="list-style-type: none"> ■ Box on Types of Latino Contacts ■ Do's and Don'ts in developing relationships ■ Box on Topics for a Working Committee of Emergency Responders and Latino Organizations ■ Box on Working Agreements to Guide Collaboration 	20 - 25
Formalizing relationships with Latino organizations	Box on Model for a Memorandum of Understanding, in Section 2, Step 2, <i>Develop ongoing collaboration with Latino organizations</i>	26 - 27
Activating relationships with Latino organizations and media	Section 4, Step 1, <i>Be ready to implement the plans, partnerships, and communications strategies developed before the emergency</i>	56 - 59

SECTION 1 ◀ Need for and Use of the Tool Kit

Information Need or Question (Cont.)	Location	Pages
Size and scope of Spanish-language media in the U.S.	Box on Spanish-Language Media in Section 2, Step 3, <i>Identify and develop relationships with Latino media</i>	28
Making the Latino community part of your emergency plans and activities	<ul style="list-style-type: none"> ■ Section 2, Step 4, <i>Make the Latino community a part of your emergency plan and preparedness activities</i> ■ Section 4, Step 6, <i>Coordinate your efforts</i> 	29 - 30 70
Finding and working with Latino media	<ul style="list-style-type: none"> ■ Section 2, Step 3, <i>Identify and develop relationships with Latino media</i> ■ Section 4, Step 1, <i>Be ready to implement the plans, partnerships, and communications strategies developed before the emergency</i> 	27 - 29 56 - 59
Factors affecting Latino response to emergency communications	Section 3, Step 1, <i>Understand factors affecting emergency communications with Latinos</i>	38 - 40
Deciding what Latino-focused materials to develop	Section 3, Step 2, <i>Decide what you need to communicate</i> , including a Sample Latino Communications Planning Chart	41 - 44
Developing appropriate messages	Section 3, Step 3, <i>Develop clear and appropriate messages and materials</i> , including Do's and Don'ts for developing Spanish-language materials	42 - 47
Writing in plain language	Box on Using Plain Language in Section 3, Step 3, <i>Develop clear and appropriate messages and materials</i>	46
Using focus groups to test messages and materials	Box on Using Focus Groups to Pretest Materials, part of Testing Your Messages and Materials, in Section 3, Step 3, <i>Develop clear and appropriate messages and materials</i>	48 - 49
How to reach Latinos with your emergency communications and get them to respond	Section 3, Step 4, <i>Using appropriate communications channels and messengers</i> , including: <ul style="list-style-type: none"> ■ Box on Good Ways to Reach Particular Latino Populations ■ Box on Latino Use of the Internet, Cell Phones, and Text Messages ■ Box on Roles for Latino Partners as "Messengers" Section 4, Step 4, <i>Take specific actions to minimize fear and distrust</i>	47 - 53 66 - 68
Improving your Latino-focused communications and materials	Section 3, Step 5, <i>Review, debrief, and evaluate your communications</i>	53

Information Need or Question (Cont.)	Location	Pages
Including Latinos in desktop exercises and simulations	<ul style="list-style-type: none"> ■ Section 2, Step 4, <i>Make the Latino community a part of your emergency plan and preparedness activities</i> ■ Sections 4, Step 3, <i>Ensure commitment to access and inclusion</i> 	29 - 30
		63 - 66
Legal issues related to civil rights and non-discrimination	<p>Section 4, Step 2, <i>Understand eligibility criteria for emergency-related services and civil rights protections</i>, including:</p> <ul style="list-style-type: none"> ■ Box on Civil and Human Rights Protections ■ Box on Preventing Discrimination on the Basis of National Origin 	59 - 65
Immigration status categories and their implications for service eligibility	Section 4, Step 2, <i>Understand eligibility criteria for emergency-related services and civil rights protections</i> , including box on “Qualified Aliens”	59 - 63
Rights to language assistance for limited-English-proficient (LEP) people	<p>Section 4, Step 2, <i>Understand eligibility criteria for emergency-related services and civil rights protections</i>, including:</p> <ul style="list-style-type: none"> ■ Box on Civil and Human rights Protections ■ Box on For More Information on Civil Rights Protections and Service Eligibility 	59 - 64
Eligibility for emergency relief services	Section 4, Step 2, <i>Understand eligibility criteria for emergency-related services and civil rights protections</i> , including Statement on Impartiality of the American Red Cross Disaster Services	59 - 63
Eligibility for recovery services	Section 4, Step 2, <i>Understand eligibility criteria for emergency-related services and civil rights protections</i>	59 - 63
Educating community responders about working with Latinos	<ul style="list-style-type: none"> ■ Box on What Emergency Responders Need to Know about Latinos and Emergency Relief in Section 2, Step 5, <i>Educate emergency responders – and include Latinos in your emergency simulations, exercises, and drills</i> ■ Section 4, Step 3, <i>Ensure commitment to access and inclusion</i> 	33
		63 - 66
Recruiting bilingual staff and volunteers	Section 4, Step 5, <i>Ensure bilingual/bicultural staff and volunteers</i> , including Box on Sources of Bilingual and Culturally Competent Volunteers and Staff	68 - 69

Section 2

Latino Community Engagement in Emergency Planning

“The integration of racially and ethnically diverse communities into public health emergency preparedness is essential to a comprehensive, coordinated federal, state, tribal, territorial and local strategy to protect the health and safety of all persons in the United States. Such a strategy must recognize and emphasize the importance of distinctive individual and community characteristics such as culture, language, literacy and trust, and promote the active involvement and engagement of diverse communities to influence understanding of, participation in and adherence to public health emergency preparedness actions.”

— National Consensus Statement on Integrating Racially and Ethnically Diverse Communities into Public Health Emergency Preparedness

IN THIS SECTION...

Information to help you develop relationships, plans, materials, and procedures so that when an emergency occurs, you can reach, inform, and include Latinos in immediate response, relief, and recovery efforts, including:

- Things you need to know about your jurisdiction’s Latino community.
- How to develop relationships with Hispanic organizations and plans for collaboration during emergencies.
- Suggested key tasks and strategies for working *with* the Latino community on emergency planning.

Importance of Community Engagement

Latino community-based organizations, local leaders, and faith-based groups are essential partners in emergency planning

STEPS IN EMERGENCY PLANNING FOR AND WITH LATINO COMMUNITIES

1. **Understand** your Latino community
2. **Develop** ongoing collaborative relationships with Latino groups
3. **Identify** and develop relationships with Latino media
4. **Make** the Latino community a part of your emergency plan and preparedness activities
5. **Educate** emergency responders – and include Latinos in your emergency simulations, exercises, and drills

and outreach to the Latino community, particularly for immigrants and low-income Latinos, because:

- Latino groups understand the Latino community, its diversity, and its special barriers and needs.
- People who are not fluent in English often don't receive emergency warnings or directives communicated through mainstream sources.
- Some Latinos have limited literacy, and are unlikely to read written emergency warnings.
- Immigrants who fear or distrust government are less likely to comply with emergency directives issued by public agencies.
- Low-income Latinos may be unable to evacuate or pay for a needed vaccination, and may be missed in mainstream outreach.
- These same individuals often know and trust Hispanic local community groups with their bilingual, culturally competent staff and volunteers.
- Latino groups can help emergency responders understand the Latino community and develop practical plans for reaching them.
- During a disaster or pandemic, Hispanic partners can find hard-to-reach Latinos, help overcome barriers, and promote compliance with emergency directives.

Experience with natural disasters, terror attacks, and epidemics indicates that these relationships need to be developed as part of emergency preparedness. To reach Hispanics rapidly and successfully *during* and immediately *after* an

PRINCIPLES FOR COMMUNITY ENGAGEMENT

1. Be clear about the purposes or goals of the engagement effort and the populations and/or communities you want to engage.
2. Become knowledgeable about the community in terms of its economic conditions, political structures, norms and values, demographic trends, history, and experience with engagement efforts. Learn about the community's perceptions of those initiating the engagement activities.
3. Go into the community, establish relationships, build trust, work with the formal and informal leadership, and seek commitment from community organizations and leaders to create processes for mobilizing the community.
4. Remember and accept that community self-determination is the responsibility and right of all people who comprise a community. No external entity should assume it can bestow on a community the power to act in its own self-interest.

PRINCIPLES FOR COMMUNITY ENGAGEMENT (CONT).

5. Partnering with the community is necessary to create change and improve health [or meet other goals].
6. All aspects of community engagement must recognize and respect community diversity. Awareness of the various cultures of a community and other factors of diversity must be paramount in designing and implementing community engagement approaches. (Engaging these diverse populations will require the use of multiple engagement strategies.) [Working with Latinos will require different strategies than working with other racial/ethnic groups, and you will need different strategies for different Latino subgroups.]
7. Community engagement can only be sustained by identifying and mobilizing community assets, and by developing capacities and resources for community decisions and action.
8. An engaging organization or individual change agent must be prepared to release control of actions or interventions to the community and be flexible enough to meet the changing needs of the community.
9. Community collaboration requires long-term commitment by the engaging organization and its partners.

Source: "Principles for Community Engagement," CDC/ATSDR Committee on Community Engagement, Centers for Disease Control and Prevention, 1997. See <http://www.cdc.gov/phpo/pce/>

emergency, you need established relationships with the Latino community *before* the emergency. The focus should be on joint planning and preparedness.

Latino community-based organizations typically want to assist in emergencies, but the vast majority have very limited capacity to do so, according to a recent study. They bring assets such as "bilingual/bicultural personnel, cultural competency, local knowledge, and public trust."³ However, they are rarely involved in emergency planning, lack needed training and certifications, have not developed bilingual or Spanish-language emergency preparedness materials, and are unfamiliar with bureaucratic requirements. Despite their essential knowledge and capacity, they lack the resources and information to become actively involved in emergency planning and response. If this situation is to change, emergency managers need to invite the involvement of these groups early in the planning process, make use of their community knowledge, and establish ongoing relationships.

Before you begin reaching out to the Latino community, consider your purposes

and objectives for such outreach, and your own time, resources, interest, and capacity to work collaboratively with Latino groups. The boxes on pages 12 and 13 provide a set of model principles for community engagement developed a decade ago for a committee of the Centers for Disease Control and Prevention (CDC) that have proven so valuable that they continue to be used extensively by public agencies. These principles can help prepare public employees for successful community engagement. Discuss them and how your agency can meet them – then use them to help guide your work with the Latino community.

Following are suggested key steps, information, and resources for building collaboration with the Latino community.

1. Understand your Latino community

Inclusive emergency planning and response require an understanding of the Latino community, and especially Latinos in the city, county, or state for which you are responsible. The box on the next page provides basic demographics for the U.S. Hispanic community.⁴

Things you need to know about Latinos generally: The following overview information about the Latino community can help you develop appropriate plans for reaching Latinos before, during, and after an emergency:

- **Most Latinos are U.S. citizens** – 74% of all U.S. Latinos, 56% of Latino adults,⁵ and more than 80% of Latinos under 18. Data on *all* U.S. immigrant families indicate that 93% of children under age 6 in such families are U.S.-born citizens, as are 77% of children age 6-17.⁶
- **A large majority of Hispanic adults speak Spanish at home** – 78% of Latinos aged 5 and over. Many also speak English fluently, according to Census data.⁷ Not surprisingly, recent immigrants are least likely to be fluent in English. Spanish-language materials and media are extremely important in reaching Latinos for emergency planning and response – especially if your Latino community includes a lot of recent immigrants.
- **Hispanics look to their community-based nonprofit organizations for information and services.** Most communities with more than a handful of Latinos have Latino-run nonprofits, which typically enjoy a high level of trust and are a primary source of information, particularly among more recent immigrants and lower-income families. Partnering with Latino nonprofits is often the best way to learn about and reach Hispanic residents – and these organizations can provide willing volunteers and partners during and after emergencies.

LATINO DEMOGRAPHICS

According to the U.S. Bureau of the Census, Hispanics:

- **Are the largest and fastest-growing racial/ethnic population in the United States.** There were 48.4 million Latinos in the U.S. in 2009 – 44.4 million (16% of the total population) in the 50 states and the District of Columbia, and another 4 million in Puerto Rico
- **Are the largest minority in 21 states** (Arizona, California, Colorado, Connecticut, Florida, Idaho, Iowa, Kansas, Massachusetts, Nebraska, Nevada, New Hampshire, New Jersey, New Mexico, Oregon, Rhode Island, Texas, Utah, Vermont, Washington, and Wyoming).
- **Account for at least 500,000 residents in 16 states** (Arizona, California, Colorado, Florida, Georgia, Illinois, Massachusetts, Nevada, New Jersey, New Mexico, New York, North Carolina, Pennsylvania, Texas, Virginia, and Washington).
- **Are expected to grow to almost 133 million by 2050**, when they will account for 30% of the U.S. population.
- **Are mostly U.S. citizens** – 74% are citizens (63% native-born and 11% naturalized).
- **Also include many immigrants** – 37% of Latinos are foreign-born, and about 12% came to the U.S. in or after 2000.
- **Come from many national backgrounds** – 66% of Hispanics outside Puerto Rico are of Mexican background, 9% Puerto Rican, 3% Cuban, 3% Salvadoran, almost 3% Dominican, and the other 16% from other Latin American countries and Spain.

- **Hispanics, including Hispanic women, own an increasing number of businesses.** The growth rate of Latino businesses in recent years has been triple the rate for all businesses. Latino businesses and business associations can be important partners in reaching the community.
- **Latinos are a young population** – median age below 28, compared to almost 37 for the general population. Almost 1 in 4 U.S. children under age 5 are Hispanic, compared to 1 in 20 of the 65-and-over population. Adults are mostly working age and have a very high rate of workforce participation. Hispanic adults can often be reached through their children's schools or employers.
- **Latino families often have multiple immigration statuses.** An estimated 12 million U.S. residents of all nationalities are undocumented. This includes an estimated one-fourth of Hispanic adults.⁸ Sometimes most family members are citizens or legal residents, but the family also includes one or more

undocumented members. Nearly 2.7 million families in the U.S. (Latino and non-Latino) include both documented and undocumented family members,⁹ and at least 3 million U.S.-born children have one or more parents who are undocumented.¹⁰ In such situations, the families may be afraid to come forward for evacuation or emergency services because they fear the undocumented family members will be arrested and deported. This can put them – and search and rescue personnel – at risk. In addition, some Latinos are in the U.S. as students, trainees, or temporary professional and specialty occupation workers. They are here legally but are not eligible for some public programs. These complications make it hard to know who is eligible for what services.

THINGS TO LEARN ABOUT YOUR LATINO COMMUNITY

- **Population size** – how many Latinos live in your jurisdiction
- **Where they live and where they work** – what neighborhoods and ZIP codes
- **History of Latinos** in this community
- **Typical community norms and values** – and differences by nationality or subgroup
- **Countries of origin** – and the implications for emergency preparedness, outreach, communications, attitudes about government, and likely compliance with emergency directives (especially important for recent immigrants)
- **Immigration status** – including what proportion are citizens, legal residents, or undocumented, proportion of families that are likely to include an undocumented member, presence of “guest workers” and others with temporary legal status
- **The immigrant Latino population** – size, length of time in the U.S., fluency in English, level of acculturation, attitudes about government
- **Education and literacy levels** (in English and Spanish)
- **Religious beliefs and affiliations**
- **Socio-economic status** – including specific measures such as the percent who are low-income and the percent who own their homes
- **Barriers to emergency response** – e.g., availability of public transportation in neighborhoods where Latinos are most likely to live, proportion of Latino households without cars
- **Health practices and sources of health care** – including whether they have a regular “medical home” and whether the community includes specific clinics or doctors that serve them
- **Media use** – where they go for news and information, and what language they prefer
- **Other vulnerabilities** – information on Latinos who may be vulnerable for reasons beyond language and immigration status (e.g., location of elderly and disabled)
- **Other factors** emergency responders need to understand

- **Latinos are most likely to be Catholics (68%) or evangelicals (15%)** – and “two-thirds of Latino worshipers attend churches with Latino clergy, services in Spanish and heavily Latino congregations.”¹¹ A good way to reach Latinos is to locate and work through faith-based organizations.
- **More than a quarter of Latinos have no regular health care provider.**¹² Recent immigrants and Latinos who speak mainly Spanish are especially likely to be in this situation. This means they are likely to require special outreach as you seek to prevent or respond to a pandemic or other health emergency.

Information you need about your Latino community: To understand your Latino community, you need to know more than how many Latinos live in your jurisdiction. You need to know where they live, what special vulnerabilities they have in times of emergency, and how best to reach them. Communicating effectively with Latinos – so you develop trust and are able to get people to take desired actions before, during, and after an emergency – requires you to understand these special characteristics and needs of the Latino community. The box on page 16 identifies information you may need – in addition to any specific topics pertaining to your jurisdiction and your specific responsibilities. The Centers for Disease Control and Prevention (CDC) has developed a useful tool and format for assessing the needs of special populations, including an Assessment and Planning Worksheet.¹³

Understanding civil rights issues: To reach and work with Latinos, you will need to become familiar with the complicated immigration laws of this country, and their interaction with civil rights laws and regulations such as the rights of limited-English-proficient people. Section 4 of the Tool Kit provides specific information about these laws and regulations, as well as program eligibility. Become familiar with them as you develop your Latino community relationships – this will help you better understand the community and the barriers that

PROMISING PRACTICE: NEW YORK CITY “VULNERABILITY ANALYSES”

Since 9/11, the New York City Office of Emergency Management has been using Census and other available demographic data to construct detailed, neighborhood-by-neighborhood “vulnerability analyses” of the type suggested in the Centers for Disease Control and Prevention (CDC) *Public Health Workbook to Define, Locate, and Reach Special, Vulnerable, and At-Risk Populations in an Emergency*. The Office takes into account such factors as varying levels of English proficiency and the number of “linguistically isolated” households. This information facilitates outreach in immigrant communities and permits informed and effective planning for disaster response and post-disaster services.

prevent some Latinos from responding to emergency warnings or seeking services – including services for which they are eligible.

Finding information about Latinos: Begin by locating existing data and identifying a few key Latino contacts who will help you understand the community. Plan to learn more as you develop relationships with Latino organizations. Many Latino organizations do community needs assessments and already have much or all of the information you need. As part of your planning, contact public agencies concerned about Latinos as well as Latino leaders and groups. Here are some strategies for becoming familiar with your Latino community:

- **Review the process to identify and learn about special populations described in the CDC’s *Public Health Workbook to Define, Locate, and Reach Special, Vulnerable, and At-Risk Populations in an Emergency*** (included on the CD-ROM that accompanies this Tool Kit), which recommends ways to define, locate, and reach special populations.
- **Explore information sources that already have obtained useful data and research.** Possible sources (most jurisdictions have one or more of these; names vary):
 - ▶ Your state or local Office of Minority Health (usually part of the Department of Health)
 - ▶ Immigrant and refugee or refugee resettlement office
 - ▶ State or local Office or Commission on Latino Affairs
 - ▶ State or local coalition of Hispanic organizations
 - ▶ Units of the Department of Human Services or similar agency
 - ▶ The office of a Latino state legislator, county supervisor, or city council member
 - ▶ Metropolitan planning organizations and other planning agencies
 - ▶ Area universities and their research institutes (sometimes including Latino Studies departments or institutes)
 - ▶ A national Hispanic organization that has state or local members or offices (like the National Council of La Raza)
- **Collect additional information**, often available online, from sources such as the following:
 - ▶ For quick demographic information including basic data on Hispanic population, nativity, and language use, the American Factfinder, a website maintained by the U.S. Census Bureau, at <http://www.factfinder.census.gov>.
 - ▶ For data on Hispanics in the U.S., including some information by state, the Pew Hispanic Center, at <http://www.pewhispanic.org/report>.
 - ▶ For data on specific populations or geographic areas, area think tanks (for

example, the Urban Institute has data about immigrant populations, both documented and undocumented; see <http://www.urban.org/toolkit/issues/immigration.cfm>).

- ▶ For demographics and socio-economic data on minority populations including Latinos, state and local agencies that work with minority populations – many of the same contacts you use to locate Latino leaders.
- ▶ For a wide range of other data, sources identifiable through an Internet search.
- **Ask your sources to identify a few key Latino organizational leaders or elected or appointed officials and ask for their help in learning more about the community.** Ask about studies or community mapping efforts they have conducted or know about. Ask them what you “most need to know” about local Latino community demographics, culture, and issues. Be sure to ask for context and analysis, not just “facts.” Begin to ask about the issues in the

TYPES OF LATINO CONTACTS

- **Latino community-based nonprofit organizations** – groups ranging from health clinics to community centers, soccer clubs to home town societies
- **Faith-based organizations** – such as predominantly Latino churches, social service entities associated with religious denominations or their Latino subsets (such as Catholic Charities), faith-based organizing groups and coalitions
- **Elected and appointed officials** – state legislators, city or county council members, school board members, public agency department heads, and other leaders
- **Latino commissions and offices at the local and state level** – names and leadership of Hispanic/Latino commissions, Offices of Latino Affairs, immigrant and refugee agencies, and the like
- **Public-sector employees** – not just senior officials, but also mid-level managers and professionals working with the Latino community
- **Private-sector Latinos** – owners of small businesses, professionals and managers working for large corporations, and business and professional associations (e.g., Hispanic Chamber of Commerce, Hispanic Bar, Hispanic Medical Society)
- **Hispanic media** – Spanish-language newspapers, radio stations, and TV stations, as well as Spanish-language and Hispanic-focused English-language shows on mainstream media

earlier box, and also ask where to go for relationship building, especially:

- ▶ The number, mix, and variety of Latino groups in your city, county, or state
- ▶ Key Latino leaders who are especially knowledgeable and respected – elected, appointed, and community/grassroots
- ▶ What Latino groups and leaders enjoy high levels of trust among Latinos, especially the most vulnerable
- **Summarize in writing what you have learned, and be prepared to share it with other emergency responders.** Think about ways to regularly update your data and understanding.
- **Focus on developing broader community relationships, and learning from potential partners.** Now that you have some basic information, you are ready to build relationships with Latino groups. A good way to begin developing partnerships is to ask Latino organizational leaders to further educate you about the community – to tell you things that probably aren't included in the studies (see below).

2. Develop ongoing collaborative relationships with Latino groups

While learning about the community, you can also begin developing relationships with Latino leaders and groups. By the time you have done your initial information gathering, you will probably also be familiar with some key organizations. Now you need to increase your knowledge and contacts – and identify potential partners.

You want to identify a wide range of Latino groups and leaders that may be helpful in reaching and providing emergency response for Latinos (see box on page 19) – from informal groups like hometown societies (made up of people who lived in the same municipality in their native country) to 501(c)(3) human service providers, advocates, faith-based groups, and volunteer service organizations. And you will want your contacts to help you identify community groups that are likely to be active, interested ongoing partners.

How do you find possible Latino partners? Ask the contacts you made in your initial information gathering, and build on that group. In addition, following are some sources for lists of Latino organizations and for specific recommendations about groups and individuals to work with:

NATIONAL ORGANIZATIONS THAT CAN HELP YOU FIND LATINO PARTNERS

NATIONAL LATINO ORGANIZATIONS

The following national Latino organizations have members, affiliates, chapters, and/or field offices in multiple states. Use their websites to identify entities in your jurisdiction.

ASPIRA Association: Focuses on advocacy and youth education and leadership development, including many school-based programs. Headquarters in Washington, DC, and Associate Offices in Connecticut, Delaware, Florida, Illinois, New Jersey, New York, Pennsylvania, and Puerto Rico, sometimes in multiple locations. Website: www.aspira.org

Hispanic Association of Colleges and Universities (HACU): Represents colleges and universities committed to Hispanic higher education success. Headquarters in San Antonio, with offices in Sacramento and Washington, DC. Membership includes colleges and universities throughout the continental U.S. and Puerto Rico, among them 210 Hispanic-Serving Institutions (HSIs), where Hispanics constitute at least 25% of either the undergraduate or graduate student population. Website: www.hacu.net

League of United Latin American Citizens (LULAC): Membership organization with more than 700 Councils nationwide, working to advance the economic condition, educational attainment, political influence, health, and civil rights of Hispanic Americans through community-based programs. Offices in Washington, DC, El Paso, and San Antonio. Website: www.lulac.org

Mexican American Legal Defense and Educational Fund (MALDEF): Fosters sound public policies, laws, and programs to safeguard the civil rights of U.S. Latinos and to empower the Latino community to fully participate in U.S. society. Headquarters in Los Angeles, and additional offices in Atlanta, Chicago, Houston, Los Angeles, Sacramento, San Antonio, and Washington, DC. Website: www.maldef.org

National Alliance for Hispanic Health: Works to improve the health and well-being of Hispanics through consumer and provider education, community programs, technology resources, help lines, teen theatre, policy development, advocacy, and research. Located in Washington, DC. National network of organizations and individuals. Website: <http://www.hispanichealth.org>

National Association of Latino Elected and Appointed Officials (NALEO) and the NALEO Educational Fund: Facilitates the full participation of Latinos in the American political process, from citizenship to public service. NALEO's membership includes more than 6,000 Latino elected and appointed officials throughout the U.S. Headquarters in Los Angeles, with Education Fund offices in Houston, New York City, and Washington, DC. Website: www.naleo.org

NATIONAL ORGANIZATIONS THAT CAN HELP YOU FIND LATINO PARTNERS (CONT.)

National Council of La Raza (NCLR): The largest Hispanic civil rights and advocacy organization in the United States, working to improve opportunities for Hispanic Americans. Headquarters in Washington, DC, with offices in Chicago, Long Beach, Los Angeles, New York, Phoenix, and San Antonio. Affiliate network of nearly 300 Hispanic community-based organizations serving 41 States, Puerto Rico, and the District of Columbia. Website: www.nclr.org
Affiliate directory: www.nclr.org/index.php/nclr_affiliates/affiliate_network/

U.S. Hispanic Chamber of Commerce (USHCC): Communicates the needs and potential of the nation's more than 2.5 million Hispanic-owned businesses to the public and private sector. Headquarters in Washington, DC, with a national network of more than 200 local Hispanic Chambers of Commerce and Hispanic business organizations. Website: www.usbcc.com

OTHER NATIONAL ENTITIES WITH LATINO LINKS

National Association of State Offices of Minority Health Directors: An association dedicated to promoting the health and well-being of racial and ethnic minority communities, tribal organizations and nations throughout the U.S. and its territories. (List of offices is included on the CD-ROM that accompanies this Tool Kit.) Website: <http://nasomh.virtualforum.com/page.asp?id=1&detail=6680>

U.S. Conference of Catholic Bishops (USCCB) – Subcommittee on Hispanic Affairs: A subcommittee within the Committee on Cultural Diversity; for many years the Secretariat for Hispanic Affairs. Directly responsible for Church outreach to Hispanic communities. Works closely with the Subcommittee on Pastoral Care of Migrants and Refugees. Located in Washington, DC. Has information on churches with large Latino congregations. Website: www.nccbuscc.org/hispanicaffairs

- National organizations like the National Council of La Raza which have affiliates or members throughout the country and can provide a direct link to community-based organizations, as well as key contacts who may be able to identify potential partner agencies (see box on pages 21 and 22)
- National or local directories, from *Hispanic Yearbook*,¹⁴ which has an extensive online database and printed lists of Latino organizations, to resource guides compiled by local United Ways
- Elected and appointed officials, professional associations, schools, and faith leaders

- Public agencies that handle immigrant affairs or serve minorities, including local or state offices of Latino affairs
- National faith-based entities

Meet individually with these contacts and ask them which organizations are best able to reach and maintain trust with hard-to-reach Latinos you have identified as key special populations. See which groups and leaders are most often mentioned and seem to have the greatest credibility with community leaders. Target them for ongoing relationship building.

Once you find potential partners, how do you get to know them and develop relationships? Here are some “do’s” and “don’ts” for becoming acquainted with Latino community-based organizations (CBOs):

DO:

1. Ask to meet with CBOs at their offices – it shows respect and gives you a chance to see their facilities and resources.
2. Take a tour of the CBO’s operations and services to learn about its existing programs, capacity, and expertise with limited-English-proficient (LEP) people and immigrants.
3. Learn about the outreach methods it uses in its programs.
4. Ask about any past involvement in emergency preparedness or response, and perceived barriers to engagement.
5. Ask CBO leadership and staff what they see as important community needs and key barriers to emergency preparedness and full participation in response and recovery efforts.
6. If you need a better understanding of the community, ask one or several CBOs to help you hold a community forum to hear from local residents.
7. Show respect for their knowledge and for the Latino community.
8. Be honest about your limitations with regard to resources and time.
9. Be aware of sensitivities about immigration status and language, particularly in a climate of anti-immigrant sentiment.
10. Be prepared to provide specific examples of how a CBO might work with your agency, respecting and accounting for differences in priorities as well as policies and procedures.

DON'T:

1. Don't make assumptions about past CBO involvement in emergency planning or response – ask.
2. Don't feel you have to come across as already knowing a lot about the community – they would rather you ask honest questions.
3. Don't expect them to do your work for you, or imply that you are doing them a favor by allowing them to become involved – instead, communicate your belief that their involvement is a shared “win” for you, them, and the community.
4. Don't go in with a fully developed set of expectations for the collaboration – be prepared to create a genuine partnership.
5. Don't make commitments you lack the time or resources to keep.

TOPICS FOR A WORKING COMMITTEE OF EMERGENCY RESPONDERS AND LATINO GROUPS

- The Latino populations they serve and their characteristics and needs, including important cultural issues (e.g., level of acculturation, attitudes towards government)
- Community information of special importance for emergency planning, such as language use, immigration status, access to transportation, sources of medical care – factors that may increase vulnerability or create special needs that emergency responders must meet
- Organizations' knowledge and experience with emergency preparedness and response – including training and certifications, resources, relationships with public and private responders, and resources (including staff and volunteers)
- Experiences of the community and organizations during past emergencies, including positive models, problems, and barriers
- Overall and specific interests in becoming involved in emergency planning and preparedness as well as response and relief
- Identification of possible roles and responsibilities for Latino groups
- Availability of training and certification from public and private emergency response groups
- Specific simulations or other planning activities in which Latinos can participate
- Availability of financial or in-kind resources to support involvement
- Ways Latino groups and the emergency response agency might structure their ongoing collaboration, to ensure continuing communications, information sharing, and Latino community involvement

Suppose you have several good meetings and feel you have identified several valuable potential partners. How do you establish the partnerships? Try the following:

- **Develop a working committee or informal group of potential Latino partners**, to discuss ongoing collaboration around emergency preparedness, response, and recovery. Over several meetings, address a range of topics, including those listed on the previous page.
- **Agree on priority needs and appropriate roles for Latino groups** – which may differ by group.
- **Agree on some initial areas for involvement and collaboration and build from there.** For example, arrange for new partners to participate in an upcoming disaster simulation.
- **Ask the working group to help you promote emergency preparedness.** This is likely to involve presentations or meetings with groups and forums such as the following:
 - ▶ Health clinics
 - ▶ Local health workers (*promotores*) who do community outreach
 - ▶ Churches and other faith-based organizations
 - ▶ Soccer associations and their games and tournaments
 - ▶ Special events like community fairs or neighborhood fiestas
- **Build common ground.** Develop some basic working agreements to guide your collaboration. The list in the box below suggests some areas of agreement that can provide a sound basis for working together.

WORKING AGREEMENTS TO GUIDE COLLABORATION

Collaboration and partnerships between the emergency response agency and Latino groups will be based on the following principles:

1. Shared commitment to nondiscrimination and full Latino inclusion in emergency preparedness, relief, and recovery
2. Shared belief that the top priority during an emergency is the protection of life and public safety
3. Respect and appreciation for the efforts made by the other party
4. Clearly stated mutual expectations
5. An assigned and readily accessible liaison or point of contact for each entity
6. Ongoing, active two-way communication
7. Openness to mutual education and training
8. Honest discussion of problems and challenges and how to overcome them

- Once trust has been built, formalize plans for ongoing collaboration. This should include the following:
 - ▶ Establish open communications for follow-up discussions and sharing of information.
 - ▶ Develop a Memorandum of Understanding (MOU) or other written statement of mutual commitment, including roles and expectations of all parties and a means of resolving conflicts or disagreements. (The box below suggests a format and some important content for an MOU, which should reflect agreed-upon principles for collaboration.)
 - ▶ Try to make funding available to recognize expertise and facilitate ongoing engagement.

MODEL FOR A MEMORANDUM OF UNDERSTANDING

- I. Purpose of the MOU
- II. Principles that will Guide Collaboration
- III. Commitment and Responsibilities of the Emergency Response Agency

[For example:]

The emergency response agency will ensure that Latino partners or collaborating agencies are:

1. Linked to an assigned liaison person who is readily accessible
2. Kept informed about plans, strategies, and activities.
3. Asked to participate or be represented in games and pre-planning simulations to ensure that Latino community needs are considered in emergency plans
4. Consulted during planning and given the opportunity to review and respond to draft plans that affect Latino communities
5. Invited to participate in appropriate preparedness training
6. Made a part of disaster warning and response teams and efforts, with appropriate warning, communications, and assignments
7. Included as partners in response and recovery efforts
8. Listened to as trusted sources of information about successes and problems in emergency response, relief, and recovery for the Latino community
9. Fully involved in efforts to improve preparedness and response for the Latino community
10. Where possible, provided resources to enhance emergency preparedness and response capacity

MODEL FOR A MEMORANDUM OF UNDERSTANDING (CONT).

IV. **Commitment and Responsibilities of the Latino Partner** [For example:]

The Latino partner will:

1. Assign someone from the organization as principal liaison to the emergency response agency
2. Participate actively in meetings and other activities
3. Take advantage of opportunities for training and certification
4. Help increase Latino community emergency awareness and preparedness – for example, host and help to arrange community forums or emergency preparedness awareness sessions, disseminate materials, etc.
5. Assist in identifying, reviewing, and where feasible translating emergency preparedness and response materials
6. Commit and meet commitments to specific activities just before and during an emergency, and ensure that staff and/or volunteers are trained and prepared to meet these commitments
7. As appropriate, provide recovery services and/or do outreach to help ensure Latinos have full access to recovery programs
8. Provide accurate, honest feedback about successes and problems in emergency response, relief, and recovery for the Latino community
9. Assist in efforts to improve preparedness and response for the Latino community
10. Assist with linkages to and Spanish-language presentations on Latino media and in community settings

V. **Communications and Liaison Responsibilities** [Include specific contact individuals or positions, with addresses]

VI. **Problem-Solving and Conflict Resolution**

VII. **Period of Agreement and Process for Review and Renewal**

VIII. **Signatures of Official Representatives**

3. Identify and develop relationships with Latino media

As you develop relationships with Latino leaders and organizations, learn about Latino media. They are among the best sources of information about the existence and use of Latino media by various parts of the Latino community.

At a time when most English-language newspapers face declining readership and advertising revenues, the number of Spanish-language newspapers is growing. Many bilingual Hispanics read Spanish-language dailies or weeklies for news about their communities. Spanish-language radio is also thriving. Spanish-language TV stations operate in major media markets.

The next section describes in detail how to develop messages and work with Hispanic media and other information providers to reach and effectively communicate with Latino residents, especially those with limited fluency in English. However, as with Latino community groups and leaders, it is important to establish the relationships as a part of emergency planning. When a crisis occurs, the relationships and mutual commitments should already be in place. To help ensure this happens:

- **Ask Latino leaders and groups about the role of Latino media in your community and the key media outlets.** As the box on Spanish-language Media indicates, the number and locations of Spanish-language media are growing along with the Latino population. Many communities also have Latino-focused media that are English language or bilingual. Ask your Latino community partners about local Latino media – what exists, what is most popular with particular populations, and especially which radio or TV programs are most popular with hard-to-reach Latinos including recent immigrants, limited-English-proficient, and low-income groups.
- **Make contact with media representatives.** As you build relationships with Latino groups, do the same with Latino media leaders. Ask for an introduction to the editor of a local Spanish-language newspaper or a station manager or public affairs director of a TV or radio station. Once you get to know them, ask key media representatives to join your Latino working group.
- **Understand capacity and opportunities.** Many Latino media people are deeply involved in the community, and already play a role in emergency planning or response – even if they aren’t working through official channels. Find out their capacity. For example, do radio stations have back-up generators that keep them operating during a power outage? Do radio and TV stations have the capacity and willingness to tape Spanish-language audio or video public service announcements that can be used with a verbal addition or update during an emergency? Can they help you translate documents? If you want a radio or TV station to do emergency broadcasting, what planning and preparations are needed to ensure quick response? When does the weekly

SPANISH-LANGUAGE MEDIA

- **Newspapers:** In 2008 there were more than 20 Spanish-language daily newspapers and about 350 weeklies in the U.S.
- **Radio:** In 2007 there were 872 Spanish-language radio stations in the U.S., in all parts of the country.
- **TV:** The two major Spanish-language systems, Univision and Telemundo, reach almost all Latino households in the U.S. including Puerto Rico. Univision has 62 local TV stations and reaches 98% of Latino households nationwide via over-the-air, cable, and satellite TV. Telemundo, owned by NBC, has 16 local stations and reaches 93% of Latino households in 142 media markets via over-the-air, cable, and satellite.

newspaper go to press? Just as you work with mainstream media, explore opportunities and capacity with Latino media.

- **Make agreements where possible.** As with Latino community groups, written agreements such as Memoranda of Understanding are a good way to formalize relationships with Latino media. Be sure that part of your commitment is to provide emergency and risk information directly to Spanish-language media – don't expect them to obtain messages from mainstream media, translate them, and get them out in a timely fashion. They may be able to commit to doing the translation, especially if you work together to prepare templates (such as hurricane or wildfire warnings) to which they can quickly add emergency-specific information.
- **Direct media to resources that will strengthen their capacity to assist you in emergencies.** For example, if you need a Spanish-language radio station to have a back-up generator so it can broadcast during an emergency, explore and share possibilities for a government grant to cover the costs of a generator. If you want radio or TV stations to encourage Latino families to develop family preparedness plans, help find funding to support the work, perhaps in concert with your Latino community-based organization partners.
- **Make plans to engage the media in your communications work.** Perhaps you need media representatives to review draft materials, or to recommend interpreters or translators. Make it clear that you welcome information and advice. Then follow through as you develop messages and materials and choose appropriate channels and messengers to deliver your emergency messages to Latinos (as described in Section 3).

4. Make the Latino community a part of your emergency plan and preparedness activities

Once you have developed relationships with Latino organizations and media, make the Latino community an integral part of your emergency plan and your preparedness activities. Here are some important actions:

- **Include these new partners in your preparedness plan.** Specify their roles and responsibilities.
- **Make Latino partners an integral part of your preparedness network,** linking them with other partners (e.g., private relief organizations). Invite them to partner emergency planning sessions that require input from the community, such as meetings with the following (or your jurisdiction's equivalent):
 - ▶ Your VOAD (Voluntary Organizations Active in Disaster) organization or coalition

- ▶ The Community Emergency Response Team
 - ▶ Citizen Corps Council or equivalent
 - ▶ Local Operations Plan Committee
 - ▶ Joint Information Center
 - ▶ Joint Operations Center
 - ▶ Emergency Operations Center
 - ▶ Disaster Recovery Center
-
- **Arrange for training and certification needed to make them respected partners.** This may include training by VOAD or the American Red Cross, as well as your own sessions.
 - **Provide capacity-building support** to increase partner skills and help establish procedures needed during an emergency. For example, be sure they are aware of Continuity of Government (COG) plans. Provide them with templates and other tools for developing Continuity of Operations (COOP) plans for their own organizations, so that services to the Latino community continue during and after an emergency. Such plans are very important for Latino media as well as community-based organizations.
 - **Maintain the relationships**, through ongoing communications, regular meetings, and periodic consultation. When an emergency occurs, be prepared to implement plans, then debrief, assess, and refine for the future.

5. Educate emergency responders – and include Latinos in your emergency simulations, exercises, and drills

Many of the problems in reaching and serving Latinos during emergencies are caused or made more severe by lack of knowledge and training on the part of first responders, relief workers, and recovery groups. It is not enough for managers to understand the Latino community and know rules about civil rights and service eligibility. That information needs to be shared by the many emergency response staff who provide supervision or come into direct contact with Latinos during and after emergencies.

Here are some things you can do as a manager to educate other emergency responders and relief and recovery workers – whether staff or volunteers, from the public, nonprofit, or private sector:

- **Include Latinos in your emergency exercises, drills, and pre-planning simulations and develop specific scenarios that include the Latino community.**

PROMISING PRACTICE: ORANGE COUNTY, NORTH CAROLINA OFFICE OF EMERGENCY MANAGEMENT

Several years ago, severe ice storms wracked Orange County, North Carolina, causing serious power outages and dangerous freezing conditions. Although there were shelters open to house and assist those affected, only two Latinos came to the shelters. The rest of Orange County's sizeable immigrant community stayed away, many because they either did not know there were shelters open or where they were located, or because they did not trust the government to shield them from immigration enforcement. To stay warm, many families chose to pull generators and cooking grills inside their homes. As a result, a significant number of Latinos ended up in the hospital with carbon monoxide poisoning, and several died. This tragic event prompted the Office of Emergency Management and a number of public health and social service agencies to form a working group to address this failure to protect and serve Orange County's immigrant communities. Orange County's Immigrant Emergency Communication Program was born out of this tragedy.

These partnerships gave birth to a number of innovative and effective mechanisms for incorporating immigrant communities into emergency planning and preparedness systems. These include:

- An Immigrant Emergency Communication Committee, which meets quarterly and includes representatives from the Office of Emergency Management, the Health Department, the school system, the American Red Cross, social service agencies, the Chapel Hill Institute for Cultural and Language Education (CHICLE), community groups, hospitals and health clinics, churches, and the police and fire departments.
- Detailed maps, compiled by local migrant health and education specialists and child services specialists, which show the locations of immigrant households and community centers. The maps go far beyond mere use of census data, and are updated each year.
- A "call-down tree" network, through which committee members call other service providers and community leaders, who in turn call other community contacts, and so on. This arrangement ensures that emergency information reaches immigrant communities and comes from individuals viewed as trustworthy.
- A voicemail project that encourages all social service providers to create multilingual messages that can run when they are closed during emergencies.
- A multilingual volunteer recruitment, training, and retention program, which is continually updated and maintained, to ensure effective service provision to limited English proficient individuals and families.
- Partnerships with diverse media outlets, enabling community groups to help create disaster preparedness radio and television advertisements in relevant languages.
- Community preparedness activities and workshops at immigrant community centers.

The impact of the program appears substantial. During another major ice storm in Orange County, over 300 Latinos sought refuge in shelters. Moreover, the program was able to supply the American Red Cross with enough trained multilingual volunteers to serve all the immigrants who asked for assistance.

Having personal experience with trying to address specific barriers and special needs of Latinos during a drill – such as trying to encourage monolingual Spanish speakers to evacuate, making accurate determinations of eligibility for benefits, or dealing with the fears of undocumented residents – helps first responders realize the need to address language issues,

immigration status and service eligibility, and cultural barriers. Such experiences are often far more effective than training or written policies alone in showing staff and volunteers the importance of Latino community partners, Spanish-language materials, and relationships with Latino media. Use simulations and drills as a way to create awareness of the importance of community relationships, appropriate communications, and knowledge of laws and policies, and to motivate interest in training and other formal education sessions and materials. As a Federal Highway Administration

LEARNING FROM A SIMULATION: MCALLEN, TEXAS HURRICANE EVACUATION DRILL

A hurricane evacuation drill in the lower Rio Grande Valley of South Texas, near the Gulf Coast and the Mexican border, led to the identification and eventual resolution of a situation that could have prevented many Hispanics from coming forward for evacuation during a life-threatening emergency.

An online newspaper, *The Rio Grande Guardian*, describing a hurricane evacuation drill held in the McAllen, TX Convention Center in the spring of 2008, showed a photo of a uniformed Border Patrol agent examining the identification papers of people awaiting evacuation by bus. The agent confirmed plans for processing and detention during such an emergency. The message spread rapidly: If you are undocumented and go to an evacuation site to escape a hurricane, you can expect to be screened, identified, and detained before you can get on a bus.

Local emergency management officials were very concerned. They knew that checking papers would slow down emergency evacuations, and they feared the “chilling effect” of such a policy, which would prevent many residents with undocumented family members from evacuating. This would put whole families at risk – as well as the emergency personnel who would go to rescue people who stayed behind and ended up trapped in dangerous conditions.

Discussions between the city attorney and senior Border Patrol officials at the Department of Homeland Security led to a statement from the Border Patrol that the media had “misconstrued” the comments, that no agents at the drill had actually checked anyone’s citizenship status, and that no enforcement roles would be undertaken that “will impede the safe evacuation of anyone.” However, the official also noted that existing checkpoints would stay open, and that the Border Patrol would use its own best judgment about whether to screen evacuees in specific situations. Initially, there was no commitment to suspend enforcement during an emergency.

The situation was reported widely throughout the Gulf Coast. When Hurricane Gustav hit the Gulf Coast that summer, many Latino construction workers in New Orleans either did not evacuate or paid high fees to get into private overcrowded cars and trucks, rather than taking government-sponsored buses. The Department of Homeland Security did promise that there would not be immigration checkpoints on either evacuation or return routes, but the announcement came just a few days before the evacuations. Word did not spread widely enough and/or did not overcome community fear and distrust.

However, by the time Texans began to evacuate in advance of Hurricane Ike, the policies and procedures had changed. The federal government announced imposition of a “hurricane amnesty” in Texas – no ID checks at shelters, no Border Patrol checkpoints, and no immigration checks on highways, according to a Federal Emergency Management Agency (FEMA) official. The Red Cross began passing out leaflets informing undocumented residents of the amnesty, and local government officials asked the Mexican Consulate in Houston to help get the word out.

report indicates, “Exercises inform preparedness priorities by highlighting potential preparedness shortfalls prior to real incidents. These priorities then become the basis for future funding, training, and equipment purchases, which become the basis for future exercises.”¹⁵

For example, the Centers for Disease Control and Prevention has developed a tabletop exercise for pandemic avian influenza reports flu outbreaks in the Southwest among Hispanics. The exercise includes border and immigration issues as well as the need for communications with limited-English proficient Hispanics. It creates awareness of the importance of pre-existing community and Spanish-language media relationships and other Spanish-language communications capacity for rapid response to help control a pandemic.

An emergency drill or tabletop exercise can identify potential problems such as gaps in preparedness plans, lack of coordination, or inconsistent policies that are likely to interfere with a safe and effective emergency response. The box on the previous page describes how such a situation occurred in South Texas.

Some officials reported being hampered by limited information on the size or location of the undocumented population. But no major evacuation or relief bottlenecks were reported. Thus, the problem identified at the McAllen emergency evacuation drill did, eventually, lead to significant changes in policy and practice designed to safeguard lives and streamline evacuations.

Drills and exercises are designed to produce “teachable moments” that can be addressed before an emergency occurs. They can also provide the “political cover” emergency managers and elected officials may need to overcome anti-immigrant sentiment that might otherwise impede actions and policies required for full inclusion of diverse populations.¹⁶

WHAT EMERGENCY RESPONDERS NEED TO KNOW ABOUT LATINOS AND EMERGENCY RELIEF

- *All* disaster victims are eligible for short-term, non-cash emergency help. *No one* is excluded.
- In an emergency situation, the focus needs to be on warning people about dangers, helping them leave dangerous places, doing search and rescue, and providing emergency shelter, food, medicine, and other supplies to meet basic human needs.
- All disaster victims are entitled to emergency services and equal treatment, with no questions asked.
- Many people in an emergency find themselves without documentation.
- Having limited English skills does not mean that a person is in the country illegally.
- Unequal treatment and exclusion from services puts Latino lives at risk. It may also lead to dangerous and unnecessary search and rescue operations.

PROMISING PRACTICE: THE OFFICE OF EMERGENCY MANAGEMENT (MOEM) AND MAYOR'S OFFICE OF IMMIGRANT AFFAIRS (MOIA) IN NEW YORK AND THE MAYOR'S OFFICE OF IMMIGRANT AND REFUGEE AFFAIRS (MOIRA) IN HOUSTON

"We are looking at all possible ways of reaching out to immigrant communities and ensuring that all information that goes out from our agency is available to all communities, nobody excluded."

— Natasha Pavlova, Cultural Outreach
Program Manager for External
Affairs of the NYC Office of
Emergency Management

During disaster relief operations following the attacks of September 11th, the New York City Mayor's Office of Immigrant Affairs (MOIA) and the Office of Emergency Management quickly realized that many affected individuals and families were not coming forward to access emergency services. Immigration status concerns and language barriers were among the most prominent obstacles preventing or deterring people from coming forward. Working with the New York Immigration Coalition and other groups, the MOIA set up an ad hoc Immigrant Affairs Desk at the Disaster Recovery Center. The services offered fluctuated depending upon the availability of volunteers. The services available at any given time ranged from legal aid to social workers to mental health assistance. Recognizing its own limitations, MOIA partnered with various other government agencies and community organizations to create the Immigrant Affairs Working Group.

Based on lessons learned from that experience, Natasha Pavlova of the New York City Office of Emergency Management explained:

I really think that an office of that level (Mayor's Office of Immigrant Affairs) is very important in municipalities that have an immigrant presence. It is essential both for the government to have an office to address issues that come from immigrant communities and for immigrant communities to know that their presence is being taken seriously into account and that there is a Mayor's office that works on the questions that are important to them... [In New York City] no disaster outreach would be really effective in diverse communities without an office of that level participating in strategy building.

The Mayor's Office of Immigrant and Refugee Affairs (MOIRA) in Houston was similarly instrumental in conducting outreach to immigrant evacuees from Katrina. Led by Benito Juarez, MOIRA, which already had strong relationships with local immigrant communities, quickly stepped in to distribute information regarding relief and recovery to immigrant survivors in shelters and ad hoc relief centers, as well as immigrant community groups. As Timothy Barr of the Mennonite Central Committee in Houston explained, "MOIRA was the central cog in the network of people working with immigrant and refugee evacuees ... They connected everyone to each other."

In addition to increasing the efficiency of ongoing 9/11 disaster relief and recovery operations, the Immigrant Affairs Working Group produced a helpful set of recommendations and best practices.¹⁷ The Disaster Preparedness Working Paper they created contains excellent recommendations for relief actors, elaborating on issues of:

- Linguistic and Cultural Competency
- Documentation Requirements
- Eligibility Guidelines
- Non-Traditional Service Provision

- **Ensure familiarity with emergency priorities, rules, and civil rights – and communicate commitment to inclusion and nondiscrimination.** Be sure all responders receive appropriate training on the need to focus during emergencies on health and safety, and on key legislative requirements such as Title VI, Limited English Proficiency (LEP) guidelines, and FEMA and ARC materials (described in detail in Section 4). Provide summary written materials on civil and human rights and clarity on the initial focus on protecting lives and safety. Remind staff and volunteers of these requirements regularly, including just before predicted emergencies. Be sure supervisors understand their responsibility for ensuring nondiscrimination – for example, they must not permit some people to be asked for documentation while others are not.
- **Ensure familiarity with your Latino partners and their roles in your plan.** Make sure staff at all levels, VOAD, ARC, and other non-Latino partners are aware of your Latino partnerships. Give them an opportunity to meet these partners at regular or special meetings. Be sure they are familiar with the specific expected roles of these partners, as stated in your MOUs.
- **Ensure shared familiarity with the roles of all parties.** Don't wait for an emergency to find out whether there is a shared understanding of the roles, responsibilities, and authority of each partner. Be sure staff at various levels

PROMISING PRACTICE: NEW YORK CITY'S DRILLS & EXERCISES: OPERATION RECOVERY

In December 2003, New York City's Office of Emergency Management (OEM) partnered with the U.S. Department of Homeland Security's Office for Domestic Preparedness (ODP) on Operation Recovery, a tabletop exercise focusing on human service response to a simulated terrorist attack involving near-simultaneous explosions in three of New York's boroughs that included the release of potentially hazardous material.

Participants from more than 80 agencies and organizations focused primarily on human services aspects of the emergency response. They worked in functional groups for two days, testing existing plans. On the first day, they focused on recovery issues 24-48 hours after the incidents; on the second day, they addressed recovery plans for 30-60 days post-incident. The 12 functional groups included such areas as casework and service centers, faith-based initiatives, immigrant affairs and language issues, mental health, shelter/housing, special needs/senior citizens, and volunteers. The functional group on immigrant affairs and language issues was responsible for identifying the unique needs of immigrants and non-English speaking populations, developing an integrated outreach strategy to publicize available services to these populations, and arranging for personnel with needed language skills to staff assistance centers.

Operation Recovery represented the city's largest human services tabletop exercise. For more information about the exercise, go to the OEM website at http://home2.nyc.gov/html/oem/html/about/drills_recovery.shtml.

are involved in meetings with Latino and other partners, and structure drills so that all partners have the opportunity to carry out their assigned roles and identify problems or areas of confusion. Remember that Latino partners may have provided informal help in the past, without having structured, integrated roles – and that your staff and non-Latino partners may not have coordinated with these groups in the past. Use scenarios, exercises, and full-scale drills to identify and address role confusion or other issues.

- **Provide for informed monitoring and supervision.** Despite your best efforts, some first responders and relief workers, paid and volunteer, may lack needed understanding of the Latino community, and knowledge of civil rights and language-minority protections. You will need to be prepared to observe and respond to uninformed or inappropriate actions during exercises and games in order to prevent it during a real emergency.

Your ongoing work in engaging the Latino community and developing and maintaining relationships with Latino leaders, groups, and media will pay off during emergencies.

Section 3

Reaching Latinos: Communications and Outreach

“Communicating in a crisis or around urgent health issues is different than communicating the rest of the time. The urgency of the situation doesn’t leave room for exploring options for message content or delivery mechanisms. Those options have to be in place before a crisis.”

— Centers for Disease Control and Prevention,
Public Health Workbook to Define, Locate, and Reach Special, Vulnerable, and At-Risk Populations in an Emergency

IN THIS SECTION...

Guidance on how to develop appropriate emergency communications for Latinos and what messengers, media, and other channels to use to reach and engage the Latino community – especially those who are primarily Spanish speakers and least likely to be reached through mainstream methods and media.

Importance of Communications

Emergency communication is the process of exchanging information to enable individuals, families, organizations, and communities to make the best possible decisions about their well-being before, during, and/or after an emergency.

No matter how effective your emergency planning, successful response and recovery require that residents know what they need to do and take appropriate action.

KEY ACTIONS FOR COMMUNICATING WITH THE LATINO COMMUNITY

1. Understand factors affecting emergency communications with Latinos
2. Decide what you need to communicate
3. Develop clear and appropriate messages and materials
4. Use appropriate communications channels and messengers
5. Review, debrief, and evaluate your communications

Effective communication with the Latino community requires first understanding key factors that influence how emergency messages are heard and received, so you can develop messages, materials, and strategies that reach all segments of the community. The box on the previous page summarizes key action steps, which are discussed below.

1. Understand factors affecting emergency communications with Latinos

Effective emergency communication is typically interactive – messages, messengers, and media need to reflect the needs and concerns of the targeted populations. Every community seeks, receives, and uses communications differently – including emergency communications from government agencies. Communication strategies for Latinos differ from those you would use to reach non-Latino communities. Culture, language, demographics, geographic location, attitudes, and past experiences are among the factors that influence how Latinos receive and respond to emergency-related messages and messengers. For example:

- **Trusted sources:** Latinos (like other groups) pay most attention to messages that come from trusted sources. Community leaders, nonprofits, faith-based groups, and family members are typically very credible, as are some Hispanic media outlets and personalities.
- **Attitude towards government:** Latino immigrants who view their home country government as corrupt or abusive are likely to fear and distrust communications from government agencies in the U.S. Similarly, Latinos who have had bad experiences in past emergencies may distrust emergency responders. Latinos who are undocumented or have undocumented family members may avoid all contact with government, especially law enforcement, because they fear arrest and deportation.
- **Language:** Spanish-dominant Latinos may not understand, read, or be aware of English-language warnings or directives. They may get their news from formal and informal Spanish-language sources.
- **Literacy:** Some Latinos, especially immigrants who arrived in the U.S. as adults, come from rural areas, have had little access to education, and may have limited literacy in either Spanish or English.
- **Access:** Latinos may be relatively isolated in where they work and live, and therefore not see or hear most warnings or emergency directives. For example, outdoor workers who use public transportation may have no access to Spanish-language media during the workday.

The challenge is not limited to emergency warnings and directives. Preparedness communications are also a challenge. Studies of Latino immigrants have found that most have not received information on emergency preparedness, and few

PROMISING PRACTICE: SOUTHERN CENTER FOR COMMUNICATION, HEALTH, AND POVERTY (SCCHP), UNIVERSITY OF GEORGIA – BEST COMMUNICATIONS PRACTICES FOR CREATING TRUST WITH LATINOS¹⁸

Beginning in the fall of 2006, faculty and staff of the University of Georgia's Southern Center for Communication, Health, and Poverty (SCCHP) have been seeking answers to the following question: "How do we create credible messages that move people to informed action to protect their health?"

A CDC-funded Center of Excellence for Health Marketing and Communication, SCCHP was established to reduce health disparities by "investigating how lower-income individuals living in the South respond to health risks, and by developing and testing interventions to enhance their health protection behaviors. The Center studies how low-income people living in the South, who are disproportionately Latino and African American, attend to health risks, process messages about risks, and decide whether to engage in behaviors that will help protect them from health threats."

Based on reports following Katrina, SCCHP initiated a research initiative focusing on the Latino community. State and local "risk communicators" reported that their messages "weren't being trusted" and therefore were not "moving people to action," according to Don Rubin, Ph.D. SCCHP did a needs assessment including focus groups and research on the Latino community and Latino media. Some lessons from the study:

- The Latino community is very diverse, including many nationality groups, so it may be necessary to target messages to specific groups within the Latino community.
- Community members who know the Latino community well and enjoy respect within that community – *promotores de salud* (health promoters) – can serve as a bridge between public health officials and the community.
- Communicators need to understand the target population's "driving values" and "build messages around them." For Latinos in the South, "family solidarity" is a key value for messaging.
- Emergency materials are "disregarded" unless relationships and trust have been established with the community. As Dr. Rubin said, "Having lots of good materials is important, but if the relationship or trust isn't there, then none of the materials will do any good."
- Representatives of minority media often feel they themselves lack adequate access to information from emergency responders. "If risk communicators are to rely on the news media to relay emergency and risk information to minority audiences, they must provide information directly to minority media just as they do for more mainstream media outlets."

have a family emergency plan. When asked about “emergencies,” many Latinos are less likely to identify natural disasters, pandemics, or terrorist attacks, and more likely to list concerns such as gangs, home fires, and traffic accidents.¹⁹

In most states, emergency planners and first responders have begun to recognize that general messages in the mainstream media often do not reach Latinos, or do not lead them to take desired actions. As a result, there is growing interest in developing Latino-specific messages and doing targeted outreach using appropriate channels and messengers.

In some communities, departments of public health and emergency management are working with communities to develop and implement plans for effective communication of both preparedness and emergency messages.

2. Decide what you need to communicate

Typically, emergency managers need to communicate with Latino communities during four different time periods:

- **When there is no emergency** – to support planning and preparedness so that Latino individuals and families have emergency plans, understand various types of possible emergencies, and know what to do if an emergency occurs
- **Just before and during an emergency** – to warn people of danger and get them to take appropriate action (e.g., evacuate, get a vaccination or treatment, boil drinking water)

WHAT WE MEAN BY “COMMUNICATIONS”

Sometimes we think of communications as being the process of preparing and sending out information. In fact, according to widely accepted communications theory, *communication occurs only when the information you send is received and understood by a targeted user*. So successful communication requires you to:

- Develop a message
- Send it out through one or more channels (for example, a flyer made available in nonprofit organization offices or stores or government offices, or a Public Service Announcement on the radio)
- Have it seen/heard/read and understood by the people you designed it for

Keeping this in mind helps you focus on whether your messages to the Latino community are reaching and being understood by their intended users.

PROMISING PRACTICE: EMERGENCY COMMUNITY HEALTH OUTREACH (ECHO) NETWORK

Emergency Community Health Outreach (ECHO) was established in 2004 as a network of public health and safety agencies, ethnic advisory organizations, and nonprofit groups throughout Minnesota. As its informational materials note: “Disease knows no ethnic boundaries. When a serious disease outbreak happens here, none of us can be fully protected until all of us are first fully informed.”

As hundreds of thousands of immigrants and refugees from vastly different cultures and climates began to immigrate to Minnesota, ECHO’s founders saw that new systems were needed to help all Minnesotans stay safe and healthy. The new residents needed information on specific health and safety issues. In addition, better methods were needed to reach people with limited English in a statewide emergency, such as the outbreak of a highly contagious disease like SARS, a natural disaster, or a terrorist attack.

ECHO provides health and safety information in multiple languages by fax, phone, on television, and on the web during emergency and non-emergency times. It targets people with limited English-language skills.

As a best practice, ECHO partners with a public television station to regularly broadcast programs on a range of topics relating to emergency preparedness, such as a flu pandemic, family preparedness plans, and protection from adverse winter weather. Programs are presented in multiple languages by representatives of refugee and immigrant community groups.

ECHO also operates a toll-free telephone line offering updated health information in ten languages. In an emergency, the television station and the hotline provide information specific to that situation in multiple languages.²⁰

- **Immediately after an emergency** – to ensure that Latinos affected by emergencies are safe and receive short-term relief
- **During weeks or months of recovery** – to be sure that people are aware of available assistance and how to obtain it

These communications differ in content, level of detail, urgency, and desired response. They share intent to both inform members of the Latino community and motivate them to take action.

The most appropriate messenger and best method of communication are likely to vary somewhat depending on the time period, although Spanish-language and other Hispanic media and trusted community organizations are needed for all four. For example:

- Fact Sheets in Spanish about various emergencies and how to prepare for and respond to them. A lot of these already exist (See Appendix C), so you

may only need to add your logo and contact information, or perhaps some local examples.

- Taped bilingual hurricane warnings and evacuation notices, designed so you can quickly add dates, times, and other specifics at the last minute.
- Emergency warnings and evacuation orders prepared for text messaging in both Spanish and English. You might work with your Latino partners to develop a “database” of addresses for text messaging.
- Information sheets about recovery programs, including eligibility requirements and which program providers have bilingual personnel.
- Materials prepared to address particular Latino fears and concerns, such as announcements on official stationery in Spanish and English (ideally with confirmation and logos of trusted Latino organizations) that confirm statements regarding access to public transportation for evacuation or to vaccinations at public clinics without documentation requirements, or Immigration and Customs Enforcement (ICE) announcements that immigration enforcement personnel will not come to or near emergency shelters during an emergency.

DEFINITIONS

Translation is written. It involves changing a document from one language to another. Sometimes literal translations are awkward.

Transcreation is a freer form of translation, designed to create a text that is linguistically and culturally adapted for a particular population group. The resulting document should have an impact on its target population that is similar to the impact of the original source text on its intended users.

Interpretation is oral. It involves listening to something spoken and changing it orally to another language.

In planning your communications with the Latino community, consider identifying most needed materials with your colleagues and community partners, then developing a matrix that specifies the kinds of information you want to communicate, the types of communication you want to use, and appropriate media and/or messengers to deliver it. Below is a sample format for outlining plans for developing Latino-focused emergency communications materials.

3. Develop clear and appropriate messages and materials

Types of Materials

- **Spanish-language materials:** Once you know what written and audio-visual materials and other types of messages you want to develop, be sure they are clear, appropriate, and user-friendly. Here are some “do’s and don’ts” for developing Spanish-language materials for Latinos.

LATINO COMMUNICATIONS PLANNING CHART [ALL MATERIALS TO BE DEVELOPED OR TRANSCREATED IN SPANISH UNLESS OTHERWISE SPECIFIED]			
TIME PERIOD/KIND OF INFORMATION	COMMUNICATION FORMAT OR PRODUCT*	MEDIA/MESSENGERS	DEVELOP BY:
1. No Emergency: Preparedness/Planning			
Developing an emergency response plan for your family	<ul style="list-style-type: none"> ■ How-to Mini-Guide* ■ Training Module* 	<ul style="list-style-type: none"> ■ Partner community-based organizations (CBOs) ■ Joint training by Emergency Preparedness Office and CBO partners 	<ul style="list-style-type: none"> ■ June ■ Ready for testing by September
Information about natural disasters that may occur in this jurisdiction (e.g. earthquakes, tornados, hurricanes)	<ul style="list-style-type: none"> ■ Fact Sheets* 	<ul style="list-style-type: none"> ■ Dissemination by CBOs, faith-based groups, local businesses 	<ul style="list-style-type: none"> ■ 3 by end of 2009 ■ All by end of 2010
Information about how to respond in a pandemic	<ul style="list-style-type: none"> ■ Fact Sheet* ■ Public Service Announcement 	<ul style="list-style-type: none"> ■ Dissemination through CBOs, faith-based groups, local businesses ■ Spanish-language radio 	<ul style="list-style-type: none"> ■ September ■ Model by October
[Add]			
2. Just before and during an emergency			
Warnings for a hurricane or other natural disaster	<ul style="list-style-type: none"> ■ Flyer* ■ Emergency Announcement – written* and oral (taped) ■ Evacuation notice – written, oral (taped), and in a format for text messaging 	<ul style="list-style-type: none"> ■ Dissemination through CBOs, faith-based groups, local businesses ■ Spanish-language radio, Spanish-language TV, CBOs, faith-based groups, schools ■ Spanish-language radio, Spanish-language TV, CBOs, faith-based groups, local businesses; work with partners to develop text-message “database” 	<ul style="list-style-type: none"> ■ April ■ May ■ June
[Add]			

LATINO COMMUNICATIONS PLANNING CHART CONT. [ALL MATERIALS TO BE DEVELOPED OR TRANSCREATED IN SPANISH UNLESS OTHERWISE SPECIFIED]			
TIME PERIOD/KIND OF INFORMATION	COMMUNICATION FORMAT	MEDIA/MESSENGERS	DEVELOP BY:
3. Immediately after an emergency and during recovery			
Shelter Information	<ul style="list-style-type: none"> ■ Flyer ■ Emergency PSA 	<ul style="list-style-type: none"> ■ Dissemination through CBOs, faith-based groups, local businesses, media, and neighborhood sources ■ Spanish-language media 	<ul style="list-style-type: none"> ■ Model by April ■ Model by May
Benefits Information (Eligibility)	<ul style="list-style-type: none"> ■ Fact Sheets 	<ul style="list-style-type: none"> ■ Dissemination through CBOs and other partners and at all assistance sites 	<ul style="list-style-type: none"> ■ May
Policy regarding Immigration Status	<ul style="list-style-type: none"> ■ Fact Sheets 	<ul style="list-style-type: none"> ■ Dissemination through trusted sources, such as CBO and other partners, and at all assistance sites 	<ul style="list-style-type: none"> ■ May
Sites for Assistance	<ul style="list-style-type: none"> ■ Fact Sheet 	<ul style="list-style-type: none"> ■ Dissemination through CBOs, faith-based groups, local businesses, media, and other neighborhood sources 	<ul style="list-style-type: none"> ■ Model by June
[Add]			
<p>* Indicates equivalent English-language material already exists. # Indicates a Spanish-language document has been identified and will be edited for local use.</p>			

DO:

1. Begin by describing the target audience for each message – then write for them.
2. Use Spanish-language only or make materials completely bilingual based on your community’s characteristics.
3. Assume low literacy levels, as with most English-language health education materials – fifth or sixth grade level is usually good.
4. Use plain language (see box on next page).
5. In doing audio-visual materials, use Spanish speakers rather than voice-over interpretation or subtitles.
6. Where possible, use respected community leaders as spokespersons rather than an unknown voice.
7. If you have an existing English-language version, adapt terms and examples to be appropriate for Latinos.

8. Use Latino or multicultural photos, graphics, and illustrations.
9. Have a native Spanish speaker do both writing and translations.
10. If your Latino population comes from diverse backgrounds, be sure your writer/translator is using “standard” or widely recognized terms rather than country-specific language.
11. If you use an outside translator, spend some time talking about the material and its expected use – you will get a better product.
12. If you aren’t sure about clarity, have someone translate the material back into English using the Spanish-language version only – this helps to identify problems with the translation.
13. Ask one or two of your Latino partners to review your translation.
14. Pre-test the messages and materials with diverse Latino residents identified by some of your Latino partners, through focus groups or similar procedures.
15. Have your translator proofread the almost-completed document to be sure no errors have crept in.

DON’T:

1. Don’t do literal translations of English-language materials.
2. Don’t “do it yourself” unless you have native Spanish speakers who are truly bilingual in written as well as oral Spanish.
3. Don’t use machine translation as a substitute for a translator – it almost always needs a lot of editing and can be very misleading.
4. Don’t borrow the pictures or illustrations from English-language materials unless they are multicultural and include Hispanics.
5. Don’t use complex technical words without defining and explaining them.
6. Don’t lose the accents used in written Spanish. Sometimes translations or website versions of Spanish-language materials eliminate the accents – which can be dangerous because the meaning of a word can be changed (especially when you use *n* rather than *ñ*).
7. Don’t translate part of a document and provide the rest in English – this gives the impression that Latinos aren’t important enough for a full translation.
8. Don’t do an obviously inexpensive Spanish-language document – layout is important, and if you give out a well-illustrated English version and a minimally formatted Spanish-language version, you will be sending a message of inequality.

Some communities find it hard to locate skilled translators. Here are a few suggestions:

- ▶ Ask your Latino community partners, including media people, to identify translators – especially the ones they use. These people will have the advantage of knowing the local community.

- ▶ If a partner organization has a history of developing bilingual or Spanish-language materials, see if you can contract with it to help develop materials for the Latino community.
- ▶ Check the Internet for the Association of Interpreters and Translators in your area. These are generally chapters of the American Translators Association. The ATA website – www.atanet.org – has some useful materials on working with translators and interpreters, as well as a large database.
- ▶ Contact the National Virtual Translation Center (www.nvtc.gov), which was established to provide accurate translation of foreign intelligence, but also serves as clearinghouse for interagency use of translators and identifies qualified translators and linguists throughout the country.
- **English-language materials:** You may need to develop English-language materials that are Latino-focused, as well as Spanish-language materials. That can be as simple as being sure that photos and illustrations include Latinos. Or it may mean revising materials to target them to Latino needs, values, and concerns. For example, like Spanish-dominant Latinos, English-speaking Latinos:
 - ▶ Are less likely than White non-Hispanics to have emergency plans or be

USING PLAIN LANGUAGE

Defining “plain language”:

- Communication designed to meet the needs of the intended audience
- A technique of organizing information in ways that make sense to the reader
- A writing style that uses straightforward, concrete, familiar words

Components of plain language:

- **Format:** looks attractive
- **Organization:** organized logically, so it’s easy to find information
- **Clear Writing:** understandable the first time you read it

Ten hints for writing in plain language:

1. Know your target audience before you begin writing
2. Organize the document to meet users’ needs
3. Put a topic or summary sentence at the beginning of each paragraph
4. Use questions as your “headlines,” then answer each question immediately
5. Use “you” and other pronouns to speak directly to the reader
6. Use short sentences that include only one idea
7. Use simple, everyday words
8. Minimize repetition
9. Avoid using multiple names for the same thing
10. Explain or avoid technical words and abbreviations

familiar with emergency procedures, so may need targeted preparedness messages

- ▶ May have varied immigration statuses, so may be afraid to come forward for evacuation or other emergency services unless reassured that they will not be targeted during an emergency
- ▶ Need information about service eligibility that addresses various immigration statuses
- ▶ Are less likely than non-Latinos to have health insurance or a regular source of medical care, so may need special targeting for vaccinations or other health-related preparedness or emergencies
- ▶ Are more likely to respond to materials that include logos representing endorsements from trusted leaders or organizations
- **Bilingual materials:** Some communities develop bilingual materials – often designed “back to back,” so that one cover is for the English version, and the other cover is for the Spanish version. This often works better than a page-by-page side-by-side bilingual format, because the Spanish version generally takes more space than the English version.

Testing Your Messages and Materials

The best way to be sure your messages and materials for the Latino community “work” is to pretest them. Focus groups are a commonly used method for such testing. You can take one or several proposed messages, mock-ups of flyers or other written materials, and/or video or audio tapes to a focus group of people from targeted Latino subpopulations, to be sure the message is appropriate, understood, and positively received. The box on the next page provides suggestions for developing and implementing a focus group to pretest materials.²¹

4. Use appropriate communications channels and messengers

Section 2 urged identification of and relationship-building with Latino media, as well as Latino community-based organizations. This ensures that you are already familiar with and connected to many of the key resources for reaching Latinos before you need to use them.

Your challenge before, during, and after an emergency is how best to deliver messages to the Latino public by choosing the right media channels and spokespersons. The box on page 50 suggests some good ways to reach various groups of Latinos. Be sure to consult with your Latino partner organizations about the best local messengers and channels.

USING FOCUS GROUPS TO PRETEST MATERIALS

What is a focus group?

It is a carefully planned discussion, led by a trained moderator, in which a small group of about 8-12 people give their opinions of and reactions to a concept, approach, program, or product. The moderator uses a planned “script” to guide the discussion.

How do you choose focus group participants?

The group should have certain common characteristics relevant to the topic involved. For example, if you are testing Spanish-language emergency messages, you might have one focus group of recent Latino immigrants who speak primarily Spanish, and another of bilingual Hispanics who were born in the U.S. or have been here for more than ten years. Or you might have one group of young adults (18-34) and another of older adults (35+), to see if there are differences in responses.

What are the key steps in planning and using focus groups?

1. **Agree on the purpose of your focus group** – what materials you want to test, how many focus groups you need, and what kinds of information you want to obtain.
2. **Develop a plan and timeline**, allowing time to prepare the messages/materials, and to plan and carry out each of the steps below. Be sure to agree on roles, especially recruitment and screening of participants. Focus groups generally require 6-8 weeks from initial planning through report preparation. Here is a sample timeline for a single focus group:

Task	How long before Focus Group
Prepare the statement of focus group purpose and scope	6-8 weeks
Agree on participant characteristics and recruitment plan	6-8 weeks
Agree on materials to be tested and preparation/format to be used	6-8 weeks
Begin recruiting participants	5-6 weeks
Choose a facilitator and observer/notetaker	5-6 weeks
Arrange and reserve the site	5-6 weeks
Agree on key questions and “prompts”	4-5 weeks
Develop script	3-4 weeks
Complete participant recruitment and screening	3 weeks
Arrange for refreshments, equipment, and supplies	2 weeks
Reconfirm with participants by telephone or in person	2 weeks
Do final preparations with facilitator and observer/note taker	1 week
Do a final reminder call to participants	2 days

3. **Agree on the materials/messages to be pretested and the questions to be asked.** Be sure to clearly state core questions and develop “prompts” to use to further clarify a question and encourage responses. Decide whether you want to collect some demographics from participants; if so, prepare a brief survey in Spanish – it might ask about age, nativity, whether the individual is a citizen, length of time in the U.S., ZIP code or community of residence, and perhaps sources used to obtain urgent news and most trusted information sources.

USING FOCUS GROUPS TO PRETEST MATERIALS (CONT.)

4. **Develop a strategy for recruiting and screening participants.** Participants should reflect your target populations for the materials being pretested. Agree on characteristics for recruitment and identify a small number of key factors (e.g., monolingual Spanish or bilingual, immigration status, nativity, age, gender, economic status). Be sure to consider some kind of payment or other incentive (such as a gift card to use at a local supermarket or other store).
5. **Develop a detailed script that covers every step of the focus group** – i.e., greeting participants, obtaining written permission if you want to tape the focus group, promising anonymity and confidentiality, showing sample materials/messages, asking questions, providing a break if necessary, specifying “prompts” to use with each question if necessary, thanking everyone.
6. **Choose and prepare a facilitator and an observer/notetaker**, someone who “looks like” the focus group participants and is completely bilingual, has experience with focus groups, and understands the need to create an atmosphere of comfort and trust and obtain frank and honest responses. Ideally, a second person should assist, handling logistics, observing, and taking notes to supplement the tape (or taking very detailed notes if you do not tape the focus group).
7. **Handle logistics.** Choose the location, arrange transportation if needed, arrange “incentives” or payments to participants, arrange for refreshments, etc.
8. **Work with community partners to recruit participants.** Be sure you recruit several more than you need, to allow for no-shows. Ideally, get 12-15 people confirmed for each session.
9. **Prepare the draft materials to be pre-tested.** This may mean preparing a sample formatted version of a flyer or fact sheet that looks just like the planned final version, projecting several messages or layouts on a screen, preparing video or audio presentations for review, etc.
10. **Conduct the focus group, following the script.** If you have a demographic survey, allow time before the discussion for completing it, and have the facilitator and observer/notetaker give everyone the option of being interviewed (to ensure information from people with limited literacy).
11. **Analyze, interpret, and report the results.** Summarize responses to the key questions and prepare a written report. A typical format includes Background and Purpose of the Focus Groups, Description of the Sessions, Findings/Results, and Conclusions and Implications.
12. **Use the results to improve your materials.** Present the report to the community working group for review and interpretation, with the people responsible for materials development participating. Agree on changes in the materials based on focus group results. Be sure to identify key “lessons” for use in future materials development.

In reaching the Latino community, you will probably use a combination of Spanish-language media, bilingual media, new media, community leaders and groups, and perhaps some unusual venues to carry your messages. The appropriate “medium” will, of course, depend on the message, its urgency, and the characteristics of the Latino community you are trying to reach.

- **Spanish-language media:** Spanish-language media are a key source of information for Latinos who are primarily Spanish speakers, and for bilingual Hispanics who speak Spanish at home and/or have some family members who are Spanish-dominant.
- **Bilingual and English-language media:** Your community may have bilingual and English-language media or programs targeting Hispanics – including newspapers with articles in both languages, English-language radio programs, and Latino-focused English-language TV shows. For example, many Latino radio stations also have English-language and “Spanglish” (mixed English and Spanish language) programs, disk jockeys, and announcers. These often provide a good way to reach younger, bilingual

GOOD WAYS TO REACH PARTICULAR LATINO GROUPS

- **Predominantly Spanish-speaking Latinos** (usually fairly recent immigrants):
 - ❖ *For urgent messages of warning and relief:* Spanish-language media, especially local trusted news and other commentators on local radio and TV stations, as well as Latino community-based organizations, faith-based groups, and Latino businesses
 - ❖ *For recovery and preparedness messages:* Latino community-based organizations and faith-based groups, supplemented by Latino media, including newspapers, radio, and TV, as well as Latino businesses
- **Bilingual or English-speaking Latinos** (usually immigrants who are not recent arrivals, their children, and U.S.-born Latinos):
 - ❖ *For urgent messages of warning and relief:* Latino community-based organizations, faith-based groups, Latino businesses, and both Latino-focused and mainstream media
 - ❖ *For recovery and preparedness messages:* Latino community-based organizations and faith-based groups, supplemented by mainstream and Latino media, including newspapers, radio, and TV, as well as Latino businesses
- **Young English-speaking Latinos** (18-34):
 - ❖ *For urgent messages of warning and relief:* Text messages, especially if from a trusted source such as a Latino community-based organization; e-mail and Internet
 - ❖ *For recovery and preparedness messages:* Internet, with an e-mailed link; Latino community-based organizations

Latinos, including some who are not regular users of mainstream media. Ask your Latino partners to identify the most appropriate ones for both emergency announcements and preparedness and response messages.

- **Internet and new media:** Hispanics, especially younger and English-speaking Hispanics – including the sons and daughters of immigrants – are heavy users of new media and growing users of the Internet.²² Organizations are beginning to develop databases that enable them to send brief, action-focused text messages to very large numbers of people extremely quickly. The box below provides a few statistics that show how valuable such media can be in reaching many Latinos.
- **Community leaders and organizations:** Sometimes the best primary messengers are trusted community leaders or groups – and sometimes you need a combination of messengers. The box on page 52 identifies some roles and strategies for using Latino community partners as messengers, demonstrating that community partners are particularly valuable messengers when you need to:
- ▶ **Reach particularly isolated populations.** For example, monolingual Spanish-speaking immigrant workers and their families may best be reached by groups with which they have daily contact – such as a day laborer program, a community group that runs English-as-a-second-language classes, a community clinic that serves as a primary source of health care, a child care center, or a senior center. They can pass on emergency warnings just before an expected emergency or information about available services after an emergency.

LATINO USE OF THE INTERNET, CELL PHONES, AND TEXT MESSAGES

- **English-speaking Latinos use the Internet:** More than three-fourths of bilingual and English-dominant Latinos use the Internet, compared with one-third of Spanish-dominant Latinos. For example, more than nine in ten English-fluent Latinos send and read e-mail, and half use the Internet to look for health or medical information. The Internet includes a growing number of Latino-focused websites in both languages.
- **Young Latino adults, especially those who are bilingual or English-dominant, are even more likely than their White non-Hispanic counterparts to depend on cell phones and use text messaging.** Five in six English-speaking Latinos have cell phones, and a majority of Latinos use text messaging. Latinos from Central and South America and the Caribbean do more text messaging than Mexican Americans.
- **Only one-fourth of Latino adults have *neither* cell phones nor Internet access.**

- ▶ **Mobilize people who have a fear or distrust of government.** Suppose immigrant Latinos are not coming forward for evacuation or not obtaining vaccinations in a potential pandemic. Messages brought by emergency responders or other government officials may not be successful. Trusted organizational, faith-based, or elected leaders may need to appear on radio and TV and go out into the community to reassure Latinos that they will not face discrimination or be asked for documentation if they seek transportation out of a dangerous area or request vaccinations at a public health facility. Similarly, if Latinos are not coming forward to obtain needed assistance after an emergency, community messengers may be needed to help identify Latinos likely to be eligible for these services and encourage them to apply.
- **911 and 311 call centers:** It is important that such call centers have bilingual staff, that all operators be trained on how to handle a limited-English proficient caller, and that the centers have copies of your flyers and fact sheets so they can provide appropriate information. If you use a 311 or similar call center as a means of providing information about emergencies, be sure the center has both bilingual personnel and bilingual materials. If such call centers are programmed to call, text, or email emergency information to residents, begin developing contact information for people who need such information in Spanish.

ROLES FOR COMMUNITY PARTNERS AS “MESSENGERS”

- **Using respected Latino community leaders and organizations as “intermediaries” for emergency messages:** Public agencies may need trusted Latino leaders and groups to get emergency messages to the community and to build the trust needed to obtain the desired response – from evacuation to preventive health behaviors.
- **Involving *promotores de salud* (community health educators):** Latino organizations, particularly health-related groups, often employ *promotores* as health outreach workers who bring health-related information to Latino individuals and families, and help link them to services. They are particularly valuable in informing people about the need for actions such as seeking vaccinations or taking preventive measures during an epidemic, but because of their community knowledge and credibility can transmit other messages as well.
- **Building trust:** Community partners can assist with ongoing or time-limited efforts to educate Latinos about emergency plans and let them know they can trust emergency responders to treat them fairly and follow agreed-upon policies. They can use their credibility to build trust between the Latino community and emergency responders. For example, they can put their logos on emergency responder materials, record audio and video tapes, appear on Spanish-focused radio and TV programs, and /or speak at or organize community meetings.
- **Educating Latino residents about emergency preparedness:** Latino groups are ideal partners for efforts to educate Latinos about the need for emergency preparedness, and can serve as co-sponsors for training around specific emergencies such as natural disasters and for general preparedness and emergency planning.

- **Unusual venues:** Latinos can sometimes be reached through some special approaches and venues such as the following:
 - ▶ Tapes played between shows at Spanish-language movie theaters
 - ▶ Announcements on televised soccer games
 - ▶ Announcements on the field during local soccer games
 - ▶ Flyers left at Latino businesses such as grocery stores, and neighborhood restaurants and bars
- Both Latino community leaders and focus group participants may be able to identify venues and approaches particularly appropriate in your community.

5. Review, debrief, and evaluate your communications

Improving communications requires taking the time to work with your emergency response personnel and community partners to:

- **Debrief after an emergency or an initiative targeting Latinos** – e.g., a campaign to educate the Latino community about a specific potential emergency such as hurricanes or pandemics, or to train Latinos about preparedness and encourage the development of emergency plans for the family. Following an emergency, debrief with your Latino community partners including media contacts about communications.
- **Regularly review your messages, materials, and messengers** for communicating with the Latino community – identify the need for updates due to changes in laws or policies, or increased Latino community diversity. Every few years, evaluate communications through feedback sessions with community partners, focus groups with Latinos from the community, interviews with key stakeholders, or other methods.
- **Update as needed** – when policies, practices, or responsibilities change, and you update mainstream English-language materials, be sure to do the same with Spanish-language and Latino-targeted materials. Also review and update your channels for disseminating messages.
- **Always use what you learn to make improvements.** Once you have explored communications strengths and weaknesses and identified key problem areas, agree on specific changes to be made in your plans and materials in order to improve communications in the next emergency. Then agree on a timeline for making these changes.

Section 4

Access and Inclusion: Serving Latinos during and after Emergencies

“During a crisis, human beings need help to stay safe and sustain life, no matter what their nationality, cultural background or citizenship status.”²³

— American Red Cross *Statement on Impartiality*

IN THIS SECTION...

Ways to ensure that Latinos have full access to the services they need and are entitled to, both during and after emergencies.

Barriers to Latino Access and Inclusion

Reports following virtually every major recent disaster have documented that many Hispanics, especially Latino immigrants, have not been fully informed of available assistance and have been denied services for which they are eligible.²⁴ A number of factors interact to unnecessarily limit the access of Latinos – both native-born citizens and immigrants, documented and undocumented – to services and even information to which they are entitled:

- Eligible Latinos are often deterred from seeking emergency services because they have ineligible people in their households. U.S. citizen children may have

KEY EMERGENCY RESPONDER STRATEGIES FOR LATINO ACCESS AND INCLUSION

1. Be ready to implement the plans, partnerships, and communications strategies developed before the emergency
2. Understand eligibility criteria for emergency-related services and civil rights protections
3. Ensure shared commitment to access and inclusion
4. Take specific actions to minimize fear and distrust
5. Recruit and involve bilingual/bicultural staff and volunteers
6. Coordinate your efforts

parents who are undocumented, or most family members may be legal residents, but a parent or cousin may be undocumented. The family's fear of contact with the authorities may endanger them – and may also endanger search and rescue personnel.

- **Some complex immigration rules may discourage eligible Latinos from seeking emergency assistance.** One is the requirement that applications for legal residence and citizenship demonstrate that they are not a “public charge.” Receiving disaster assistance does not make such a person ineligible for citizenship, but many immigrants are fearful that this will occur – so they don't request help to which they are entitled.
- **Incidents of immigration-related enforcement during and immediately after disasters have vastly complicated the situation.** People have been detained as they got off evacuation buses while fleeing hurricanes and in and around emergency shelters, sometimes despite public statements that there would be no immigration enforcement in these locations. In times of disaster, Immigration Control and Enforcement (ICE), a unit of the Department of Homeland Security, sometimes but not always suspends raids. Widely publicized examples of immigration enforcement during the San Diego wildfires of 2007, during Katrina, in Texas during recent hurricanes, and in New Orleans since Katrina have created a climate of fear among Latino immigrants. This has led to a distrust of emergency personnel and an unwillingness to seek services or obey evacuation orders, even in extremely dangerous situations. For example, thousands of Latinos living in New Orleans did not evacuate before Hurricane Gustav in 2008.²⁵
- **The eligibility rules for relief and recovery services are not widely understood,** even by many experienced emergency workers and relief agency volunteers.²⁶
- **All these factors are made worse by widespread misinformation or lack of training on the part of relief personnel.** This often leads to inaccurate judgments by relief workers during emergencies, so eligible Latinos are denied assistance or discouraged from seeking relief or recovery services to which they are entitled. For example, emergency workers may ask only Latinos and people who do not speak fluent English for their documents – or may ask for documents even when they should not be required. Differential treatment is illegal, and often discourages eligible Latinos from requesting services to which they are entitled.

This section recommends strategies and actions for use before, during, and after emergencies to help ensure that Latinos receive the emergency-related services to which they are entitled. Key strategies are summarized in the box on the previous page and described below.

1. Be ready to implement the plans, partnerships, and communications strategies developed before the emergency

Among the most important requirements for accomplishing full Latino access and inclusion are strong community partnerships and communications and their inclusion in your emergency plan – as described in the two prior sections. Once relationships are developed and messages, materials, and messengers are in place, you need to ensure that these efforts are kept *active and up to date*. This means regular meetings with community partners through an ongoing working group or other means, and continued attention to updating messages, materials, and communication channels.

- **Emergency warning, immediate response, and relief:** When an emergency occurs, you should be able to rapidly activate your community partners and implement communications plans, with special attention to the following strategies:
 - ▶ **Rapid activation of plans:** Have plans in place to quickly activate media and community spokespersons when an emergency appears imminent (e.g., a hurricane or pandemic) or arises without warning (e.g., a wildfire, earthquake, or terrorist attack). Be sure you have used drills and simulations to ensure quick response capacity that includes Latino communities.
 - ▶ **Pre-prepared materials:** Have Spanish-language and Hispanic- and immigrant-focused English-language materials ready for use, flyers copied and ready, audio messages prepared, and quick dissemination procedures in place so that your community partners have on hand the materials needed for rapid outreach and dissemination of accurate information.
 - ▶ **Geographic targeting:** Focus immediate efforts on geographic areas that are most threatened and neighborhoods with concentrations of Latinos that most need specific outreach – e.g., Spanish-speaking, low-income, likely to lack personal or public transportation for evacuation, and otherwise least likely to be reached through mainstream channels.
 - ▶ **Information updates:** Provide updated information to media and community partners throughout the emergency – including information in Spanish for quick transmission or key messages to be translated. Your Latino partners can be effective only if they are kept informed of changing conditions and directives before and during emergencies.
 - ▶ **Continuing communications:** Be sure communications are two-way. Latino partners not only can communicate your messages, they also can keep you updated on conditions in Latino communities. To accomplish this, you may need to provide emergency communications devices to partners. This

ensures that you can remain in communications even if electricity and landline and cell phone services are down.

- ▶ **Continued operations capacity:** Be sure key media and community partners have the capacity and plans to maintain operations during an emergency. California emergency responders found during an earthquake that many small Spanish-language radio stations did not have back-up generators. They helped find ways for the stations to obtain generators, so they can continue broadcasting in future emergencies.
- ▶ **Coordination with relief agencies and personnel:** Be sure that all your public and private partners know the roles of your Latino partners, and are prepared and able to work well with them. Ideally, all should be connected through the same communications channels. If direct communications are not possible, and information comes through your offices, then you will need to ensure coordination. If Latino partners report that they have identified Latino families that need emergency evacuation from an endangered neighborhood, you need to ensure that transportation is provided, and that Spanish-speaking residents are taken to a shelter or other facility that has space and Spanish-speaking personnel.

PROMISING PRACTICE: COLLABORATING AGENCIES RESPONDING TO DISASTER (CARD): CBOS ORGANIZED TO PROVIDE RELIEF SERVICES TO DIVERSE COMMUNITIES

CARD was created after the Loma Prieta earthquake of 1989 to provide disaster preparedness and response support to community-based organizations (CBOs) in the San Francisco Bay Area. CARD provides training and technical assistance to service providers for diverse communities (e.g., seniors, the disabled, non-English speakers, and immigrants) so they can keep their clients and staff safe and their organizations open and active after a disaster. Through them, CARD creates a safety net for vulnerable populations, so they don't become the "first victims" of a disaster due to limited ability to address their own preparedness, response, and recovery needs and the loss of their own trained and trusted local service providers.

CARD benefits traditional emergency responders by training the community to work in partnership with police, fire, Office of Emergency Services, and other disaster service agencies. Its work is based on the premise that mainstream organizations providing disaster services to the general public are often unable to address or accommodate special needs communities. Trained and coordinated local community agencies are best positioned to provide support to victims with diverse needs in times of disaster.

CARD-trained agencies are now recognized and valued by emergency managers, funders, and government officials for the critical role they play in all aspects of community response.

- **Recovery:** Be sure your plans go beyond immediate response to recovery. Community partners and Latino media are equally important in medium- and longer-term recovery efforts where a disaster causes significant damage to property and disruption of the economy. Following are some strategies for helping to ensure that Latinos are reached and included in recovery efforts:
 - ▶ **Ask your Latino partners to assess community needs and priorities:** Invite Latino partners to participate in training that prepares them to participate in community damage and needs assessments, and then ask them to provide such assessments for the Latino community. This may require providing some resources – which will be well spent, given their capacity to obtain information quickly due to their knowledge of the community, credibility, and Spanish-language fluency. Be sure their reports are given appropriate credence and response.
 - ▶ **Expand and enhance existing services to better meet Latino needs:** Sometimes recovery programs, from housing to mental health, can better serve Latinos with small changes, such as hiring of bilingual/bicultural staff or addition of Spanish-language hotlines. Work with local and state health and human service agencies to identify ways to ensure that services meet Latino needs.
 - ▶ **Involve community partners in their areas of expertise:** If your partners are diverse, they may well include Latino organizations with established expertise and programs important to recovery – for example, clinics, mental health centers, employment and training groups, economic development organizations, and housing groups can all play active roles in recovery. Be sure that these partners:
 - ▶▶ Are named specifically as partners in your recovery plans
 - ▶▶ Are invited to meetings to address and plan recovery efforts
 - ▶▶ Have access to resources that enhance their capacityAsk your partners to identify other Latino organizations that should be involved, based on their expertise.
 - ▶ **Have pre-prepared Spanish-language materials on recovery programs:** You should already have on hand Spanish-language flyers and fact sheets that describe available recovery programs, provide eligibility requirements, and identify program locations with bilingual personnel. Spanish-language application forms should also be available. Be sure your Latino partners and media outlets have materials and information to answer frequently asked questions from Latinos.
 - ▶ **Work with your Latino partners on targeted community outreach:** Once you know what services and assistance are most needed and where, ask Latino partners to help make eligible Latinos aware of available services and how to request them. Where appropriate, send representatives of key programs into hard-hit Latino communities and have them use Latino partners' offices to

meet with the community. Ask partners to provide interpretation if other sources are not available.

- ▶ **Use *promotores* and other outreach workers:** Many Latino organizations have health care promoters or community outreach workers on their staffs. Once trained about available services and their eligibility requirements, they can reach out to eligible Latinos and encourage them to apply for these services. Because they generally enjoy a high level of community trust, they can also help address unwarranted fears and concerns.

2. Understand eligibility criteria for emergency-related services and civil rights protections

- **Eligibility for emergency relief:** *Everyone* affected by a disaster has the right to basic in-kind (noncash) emergency services – regardless of nationality,

PROMISING PRACTICE: PROJECT LIBERTY – LESSONS LEARNED FROM THE SEPTEMBER 11 DISASTER RESPONSE AND IMMIGRANTS' ACCESS TO MENTAL HEALTH SERVICES IN NEW YORK CITY²⁷

After the September 11, 2001 attacks in New York City, immigrant residents were particularly affected including widespread job loss, deportations, and dramatic delays in immigration processing. Many survivors suffered from traumatic stress, and many lost family members. New York City government initiated Project Liberty as a means of helping affected individuals, including immigrants, access mental health programs and services that are culturally and linguistically appropriate.

The broader Project Liberty's overall goal was to alleviate the psychological distress New Yorkers experienced as a result of the World Trade Center disaster. The program provided effective, community-based disaster mental health services to help individuals recover from their psychological distress and regain their pre-disaster level of functioning.

Project Liberty services continued through 2003. The immigrant component was a model for serving immigrant communities. Community-based organizations, clinics, and social service agencies recruited and trained bilingual, bicultural professionals and paraprofessionals and did significant outreach, resulting in high utilization of innovative new mental health and support services. Programs that worked largely with immigrant communities all reported reaching a large number of individuals, although some people did not seek services for a considerable time after 9-11. This reflects the time it took immigrant-serving groups to recruit and train linguistically and culturally appropriate paraprofessionals, foster partnerships, engage in outreach, and build interest and comfort in the community regarding these new services.

Since 2003, individuals in need of counseling have had the option of calling a 24-hour LIFENET referral line, which provides information in English, Spanish, and other languages.

immigration status, income, or other characteristics. This includes the right to some FEMA and state or local emergency services, as well as services provided by nongovernmental organizations. The focus of these services is to protect lives, health, and public safety during an emergency. All “disaster victims” are eligible for the following:²⁸

- ▶ **Emergency relief services provided by nongovernmental organizations (e.g., the American Red Cross, community groups, faith-based organizations, and other nonprofit groups):** All victims of disaster – regardless of citizenship, immigration status, or income status – should be able to get services from nongovernmental organizations. These services typically include emergency shelter, food, water, first aid, clothing, and sometimes a small amount of cash to help with immediate expenses. The American Red Cross has prepared a “Statement of Impartiality” that explains its commitment to nondiscrimination (see next page).
- ▶ **Certain FEMA services in a federally declared “disaster area”:** Warnings about emergencies, evacuation, search and rescue, transportation, emergency shelter, food, water, emergency medical care, emergency medicines, and other supplies to meet basic human needs of disaster victims are available to everyone caught in an emergency.
- ▶ **Emergency services provided by state and local government agencies:** Noncash emergency assistance similar to FEMA services is almost always available to everyone. These services should be made available to all victims, without requests for documentation of citizenship status.
- **“Restricted” relief and recovery services:** Latino citizens and “qualified aliens” are eligible for a broad range of financial and other “restricted” relief and recovery services. Generally, cash assistance and longer-term help to disaster victims are available only to citizens and to certain groups of noncitizens with legal status in the U.S. There are so many different rules and immigration statuses that this becomes quite complicated. Among these “restricted” services are the following:
 - ▶ Nearly all federal cash assistance, including loans, such as:

THE U.S. IS A SIGNATORY TO THE UNITED NATIONS GUIDING PRINCIPLES ON INTERNALLY DISPLACED PERSONS

Principles 3 and 4 specify that access to humanitarian disaster services is a fundamental human right: “National authorities have the primary duty and responsibility to provide protection and humanitarian assistance to internally displaced persons within their jurisdiction. Internally displaced persons have the right to request and to receive protection and humanitarian assistance from these authorities.”



National Headquarters
American Red Cross
2025 E Street, NW
Washington, DC 20006

Statement on Impartiality of American Red Cross Disaster Services

The American Red Cross, as a member of the International Red Cross and Red Crescent Movement, adheres to the Fundamental Principles of the International Red Cross and Red Crescent Movement. Specifically, the Principle of Impartiality states, "It makes no discrimination based upon nationality, race, religious beliefs, class, or political opinions. It endeavors to relieve the suffering of individuals, being guided solely by their needs, and to give priority to the most urgent cases of distress."

During a crisis, human beings need help to stay safe and sustain life, no matter what their nationality, cultural background or citizenship status. When an emergency happens, the Red Cross is going to deliver that help to whomever needs it, and as part of its humanitarian mission, the American Red Cross will feed, shelter, provide emotional support and other assistance without regard to race, religion, or citizenship status. The Red Cross is a charity, not a government agency and clients who have disaster-caused needs do not need to be American citizens to access Red Cross Services.

Red Cross workers will not question clients about their citizenship status, nor will they request birth certificates, immigration papers, passports, social security cards, or similar documents that could be interpreted as being used to identify the nationality or immigration status of persons seeking Red Cross assistance. Only such documents necessary to identify the individual or family as living in the disaster-affected area are required for Red Cross assistance. If federal, state or local authorities make a request to enter a shelter for the purpose of looking for undocumented shelter residents, the Red Cross will not grant them permission unless provided with a subpoena or court order. The Red Cross may disclose information about shelter residents at the behest of law enforcement if the disclosure is necessary to avert a threat or protect the health or safety of shelter occupants, another person or the community.

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September 9, 2008

- ▶▶ U.S. Small Business Administration loans to repair or replace damaged homes, property, or businesses
- ▶▶ U.S. Department of Labor Disaster Unemployment Assistance
- ▶▶ Services under FEMA's Individuals and Households Program, which assists with temporary housing, home repair and replacement, replacement of possessions, and payment of medical and funeral costs

The definition of “qualified aliens” is based on the Personal Responsibility and Work Opportunity Recovery Act of 1996 (PRWORA). The bill also created further limitations, making legal resident aliens (“green card” holders) ineligible for many federal assistance programs until they have held that status for five years.

If some members of a family are citizens or “qualified aliens” and others are not, those with the required status may receive “restricted” relief and recovery services. In a family with children under 18 who are citizens but parents who are undocumented or not “qualified aliens,” the parents may apply for services for those children. For example, the children are eligible for Emergency Food Stamps and cash assistance under FEMA's Individuals and Households Program. Parents are usually required to provide their children's Social Security numbers when applying. If not requesting services or assistance for themselves, the parents should not be required to provide any information about themselves or sign any documents about their own immigration status.

“QUALIFIED ALIENS” INCLUDE:

- Lawful permanent residents (individuals with “green cards”) who have been permanent residents for five years or more
- Refugees, asylees, or persons granted “withholding of removal/deportation”
- Cuban or Haitian entrants
- Certain victims of domestic violence

- **Civil rights protections:** Like all U.S. residents, Latinos are protected from discrimination on the basis of race, color, or nationality in access to services that receive federal funding – and many states and jurisdictions have similar legal protections. Since all Latinos, regardless of immigration status, are entitled to basic emergency relief services, all Latinos enjoy the right to equal access and nondiscrimination with regard to these services. These civil rights protections are summarized in the box below.

They include protection based on national origin under Title VI of the Civil Rights Act, similar protections under the Stafford Act with regard to disaster assistance programs, and the right to “language access” services, so persons with limited English proficiency (LEP) are not excluded from services. Federal non-discrimination requirements and LEP guidelines apply

in all jurisdictions, including those with “Official English” or “English Only” laws.

Since federal law requires all recipients of federal financial assistance to ensure that limited English-proficient individuals have meaningful access to all agency information, services, programs, and other benefits, the agency responsible for emergency preparedness and response may already have a LEP plan for its ongoing work. If so, be sure to include specific plans for ensuring language access during an emergency and in all recovery services.

An emergency relief or recovery worker who denies services or gives unequal treatment to a Latino, *assuming* s/he is undocumented or otherwise ineligible for services, may well be breaking nondiscrimination laws.

3. Ensure shared commitment to access and inclusion

It is extremely important that all emergency workers, paid and volunteer, be familiar with civil rights and nondiscrimination requirements and their practical implications. Similarly, it is not enough for emergency managers to develop relationships and plans that provide for Latino access and inclusion. They need to

CIVIL AND HUMAN RIGHTS PROTECTIONS

The following basic civil rights protections apply to all residents of the United States, documented or undocumented, with regard to all emergency services for which they are eligible.

- **Title VI of the Civil Rights Act of 1964** protects individuals from discrimination on the basis of their race, color, or national origin in programs that receive federal financial assistance.
- **The Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act)** authorizes federal assistance to an area designated by the President as a disaster area. Section 308 protects individuals from discrimination on the basis of their race, color, religion, nationality, sex, age, or economic status in all disaster assistance programs, and Section 309 applies these provisions to all private relief organizations participating in response and recovery.
- **Executive Order 13166 and Limited English Proficiency (LEP) guidelines** specify that for programs and services that receive federal funding, civil rights protections based on national origin give individuals with limited English proficiency the right to “language access.” This means they have the right to interpreters, and in communities with significant numbers of LEP residents who speak a particular language, essential documents must be available in that language. Family members should not be used as interpreters unless the individual prefers this.

be understood and supported by your emergency response team, public and private, paid and volunteer. At a minimum, this means ensuring that they are aware of Title VI requirements, language access guidelines and how to meet them, and the need to treat all people equally. This means a need for the following:

- **Policies and procedures for ensuring equal access:** Be sure basic policies and procedures are in place to ensure civil rights protections, ensure access to interpreters or translators, and require equal treatment. Review your programs and be sure appropriate plans and procedures are in place *before* an emergency occurs.

FOR MORE INFORMATION ON CIVIL RIGHTS PROTECTIONS AND SERVICE ELIGIBILITY

The following materials describe civil rights protections, nondiscrimination, and service eligibility. The first three specifically address civil rights and nondiscrimination issues likely to arise in emergency situations. These materials are available online and included in the CD-ROM accompanying this Tool Kit:

Fact Sheet on Immigrant Eligibility for Disaster Assistance, prepared by the National Immigration Law Center, National Council of La Raza, and American Red Cross. Available at: http://www.nilc.org/ce/nilc/disasterassist_immeligibility_2007-06.pdf

Your Civil Rights and Disaster Assistance. Summary of civil rights protections that apply in emergency situations along with a Memorandum on “Nondiscrimination based on the Basis of Race, Color, or National Origin: Hurricane-Related Issues” prepared by Assistant Attorney General Wan J. Kim, disseminated by FEMA. FEMA summary available online at: <http://www.fema.gov/assistance/process/assistancerights.shtm>. Memorandum available at: http://www.justice.gov/crt/about/cor/hurricane_memo.php

Hurricane-Katrina-Related Immigration Issues and Legislation. Congressional Research Service (CRS) Report for Congress, September 19, 2005. Reviews various immigration status categories, how federal laws and policies are applied, loss of documentation during disasters, and questions regarding relaxing of laws regarding non-citizens following Katrina. Available online at: <http://www.au.af.mil/au/awc/awcgate/crs/rl33091.pdf>.

Limited English Proficiency: What Federal Agencies and Federally Assisted Programs Should Know about Providing Services to LEP Individuals. A two-page pamphlet developed by the U.S. Department of Justice, Civil Rights Division. Also refers you to additional guidance on the website focusing on Limited English Proficiency, www.LEP.gov. Pamphlet available online at: http://www.justice.gov/crt/lep/resources/tips_and_tools-9-21-04.htm

Limited English Proficiency Resource Document: Tips and Tools from the Field. Developed by the U.S. Department of Justice, Civil Rights Division to share tips, tools, and practices used by many types of agencies to provide meaningful access to LEP individuals. Available online at http://lep.gov/resources/Tips_and_Tools-9-21-04.htm.

Simple fact sheets provided to staff and volunteers can help ensure nondiscrimination. Perhaps the most important information to include in your policies and to provide before and during emergencies is this: *Everyone affected by an emergency is entitled to emergency shelter, food, and other noncash assistance, so there should be no eligibility screening for these services. Focus must be on protecting lives and meeting everyone's immediate needs. Everyone deserves to be treated with concern and respect.*

- **Staff awareness and training:** Provide information and training to emergency response agency staff and to partner agency personnel about Latino rights and nondiscrimination. Be sure all workers receive basic training about civil rights, nondiscrimination, and the right of all residents to receive emergency relief services. Familiarize them with your existing policies and procedures. Use active learning methods like scenarios and simulations to help personnel understand how to apply these protections in emergency situations, and how to ensure that other personnel also follow them. Provide clear guidance on how to prevent discrimination, such as steps specified in the box above.
- **Volunteer awareness and training:** Ensure that volunteers recruited by partner organizations also receive appropriate information and training, with emphasis on not making assumptions about people's legal status and ensuring equal treatment to everyone. Be sure volunteers receive a copy of the American Red Cross Statement on Impartiality, which provides a model for an organizational commitment to full inclusion of Latinos in emergency services.
- **Supervision and monitoring:** Make supervisory personnel responsible for ensuring equal treatment, finding interpreters, and solving problems.
- **Quick response to identified problems and concerns:** Recognize that Latino partners are likely to be the first to hear about exclusion from services or other problems of access and inclusion, so there should be established procedures for partners to use in reporting problems and having them addressed quickly.
- **Assessment and improvement of performance:** Remember that

PREVENTING DISCRIMINATION ON THE BASIS OF NATIONAL ORIGIN

- Review and understand Title VI of the Civil Rights Act of 1964
- Review language access requirements
- In providing emergency relief services during a disaster, don't ask for documentation of citizenship status
- For all relief and recovery services, follow this basic rule: Treat all applicants for services the same. If you require specific steps, like documentation of eligibility for services, of some people (such as those who do not speak English), you should require them of everyone.

KEYS TO INCLUSION

- Understand the rules
- Implement the rules properly
- Establish a welcoming and secure atmosphere
- Seek bilingual/bicultural staff and volunteers

partnerships with the Latino community are based on a shared belief in the need for full Latino access and inclusion, and a commitment to improve performance before, during, and after emergencies. Both parties should document what worked and what didn't. One useful approach is to ask partners to get feedback from Latino recipients of relief and recovery services, then use that information to identify problem areas, and agree on specific action to make needed changes. These action plans should involve revised plans, preparedness activities, and perhaps expanded or refined Latino community partnerships.

4. Take specific actions to minimize fear and distrust

For many reasons already discussed, Latinos – especially Latino immigrants — often fear and distrust government, and may be unwilling to take actions during an emergency that would bring them into contact with public agencies and government personnel. Your success in reaching and protecting Latinos during an emergency and ensuring inclusion during recovery requires some specific actions designed to minimize or overcome this fear and distrust.

- **Ongoing Activities:** Your ongoing work with Latino community partners and Latino media can help reduce fear and distrust of emergency responders when an emergency occurs. Community forums, preparedness training, recruitment of Latino volunteers, and use of Spanish-language media can all help build trust. Using respected Latino leaders and media personalities as spokespersons for emergency announcements also helps ensure that your announcements are listened to and trusted – which increases compliance with emergency directives.
- **Special Actions and Announcements:** In addition, in the run-up to an expected emergency like a hurricane, your work with the Latino community will benefit tremendously from some national and state announcements. They include any statements emphasizing that all residents are eligible for noncash relief services, letting people know that certain shelters will have bilingual staff, or calming fears of arrest among people who are undocumented or have an undocumented family member. For example:
 - ▶ **ICE:** Just before Hurricane Gustav hit New Orleans in 2008, a spokesperson for the Department of Homeland Security's Immigration and Customs Enforcement (ICE) told ABC News that "There are no immigration enforcement operations, and there are no immigration enforcement checkpoints associated with the evacuations." He also emphasized that "The Department of Homeland Security's top priorities in any emergency are life-saving and life-sustaining activities. We want to ensure the safe and swift evacuation of all individuals in the affected region." Such announcements need to come earlier, but can help convince people to evacuate rather than

PROMISING PRACTICE: BUILDING TRUST BETWEEN PUBLIC AGENCIES AND IMMIGRANT COMMUNITIES: LESSONS FROM A NEW YORK CITY PROJECT

A project of the Vera Institute of Justice and the New York Police Department to build trust with immigrant communities offers some promising practices for emergency responders.

Immigrants often fear the police, do not speak English, and are not familiar with the U.S. justice system. Often, their attitudes are based on experiences in their home countries. If immigrants are undocumented or have undocumented family members, they also fear arrest and deportation. Language and communications barriers also contribute to cultural misunderstandings. A study conducted in Chicago found that Spanish-speaking immigrants had more negative views of police helpfulness than other populations. As a result of these factors, immigrants who are victims of crime may not report the crimes, and those who witness crimes may not come forward. This behavior endangers immigrant communities and makes it harder for the police to apprehend criminals.

The Vera Institute and NYPD worked together to strengthen the Department's New Immigrant Outreach Unit, and to overcome immigrant fear of the police and build trust. One strategy used was a series of forums between police representatives and leaders of three different immigrant communities. The initiative found that:

- “Regular channels of communication between immigrant community representatives and police help build trust and create a space where tensions can be resolved before they become damaging.”
- “Diversity and political divisions within immigrant communities require police to reach out to a variety of community representatives.”

The project also identified a number of issues that public agencies need to consider in their planning of such initiatives, most of them equally relevant to emergency responders:

1. Immigrant groups are diverse, so outreach requires engaging a range of immigrant leaders and representatives.
2. There is often disagreement and rivalry among immigrant representatives, and the public agency needs to stay neutral.
3. Relationship-building efforts can succeed so long as a core group of community representatives attends regularly.
4. Immigrant communities may view outreach efforts as mere “public relations” unless high-level officials and policymakers participate, and/or some immediate changes in policy and procedures are seen.
5. The public agency may need to contribute more resources – both human and financial – than the immigrant groups in order to make the effort sustainable, simply because the immigrant groups usually have limited resources.

“Building Strong Police-Immigrant Community Relations: Lessons from a New York City Project” describes the outreach efforts and provides recommendations that easily translate to emergency responder community relations efforts. The report is available online, at http://www.vera.org/publication_pdf/300_564.pdf.

staying in dangerous locations – and perhaps needing search and rescue assistance as a result.

- ▶ **The American Red Cross:** The American Red Cross Disaster Services Statement on Impartiality, issued in September 2008, says that the Red Cross “makes no discrimination based upon nationality, race, religious beliefs, class, or political opinions.” It also says that “Red Cross workers will not question clients about their citizenship status, nor will they request birth certificates, immigration papers, passports, Social Security cards, or similar documents that could be interpreted as being used to identify the nationality or immigration status of persons seeking Red Cross assistance.” Latino organizations were asked to help disseminate the statement, which provides important public reassurance to Latinos who may otherwise not come to an emergency shelter.
- ▶ **Immigration Status Changes:** Some Latinos may lose their legal status as a result of an emergency. For example, a person who is in the U.S. on an H-1B worker visa may lose his/her job if the company is destroyed in a disaster. Someone studying in the U.S. on a student visa may lose it if a college is damaged and closes down for several months. In severe disasters like Katrina, an announcement that such individuals will be given time to adjust their status is important in encouraging them to come forward during the relief and recovery periods.

5. Recruit and involve bilingual/bicultural staff and volunteers

One of the most important ways to ensure service access and inclusion for Latinos is to have bilingual, culturally competent staff and volunteers as part of emergency response, relief, and recovery teams – including individuals helping with evacuations and present at emergency shelters. They can overcome communications problems and help address related barriers.

Emergency responders can meet the need for bilingual/bicultural staff and volunteers in many ways. For example:

- **Increase the number of bilingual/bicultural personnel on the staff of emergency response agencies** to reflect changing area demographics. Latino partners can often help with recruitment by publicizing job openings. Develop ongoing channels for recruitment, as shown in the box on the next page.
- **Use partner personnel during emergencies** – for example, have bilingual individuals with appropriate skills assigned to communications centers, search and rescue teams, shelters, emergency medical teams, and other key groups and sites, to ensure Spanish-language capability.
- **Work with Latino partners to increase the number of Latino volunteers** – for

example, work with private relief agencies on joint recruitment and training of Latino volunteers. In some communities, relief agencies do not have a history of working with Latinos, but can work with Latino agencies and leaders to develop recruitment links.

- **Activate an existing bilingual volunteer bank** – for example, nonprofit agencies in many communities maintain groups of multilingual volunteer interpreters and translators who may well be willing to serve during emergencies.
- **Prepare all responders** – ensure that those who do not speak Spanish have some basic sentences and phrases to use in emergencies (for example, find out whether an individual has a medical condition or an urgent need for medical care), be sure they know how to find available Spanish-language materials, and give them specific direction on how to request an interpreter if needed.

SOURCES OF BILINGUAL AND CULTURALLY COMPETENT VOLUNTEERS AND STAFF

1. **Look within your own agency** – diversity offices, outreach programs, personnel working with service providers
2. **Recruit from other public agencies and universities**
 - ❖ Mayor's or Governor's Office of Hispanic Affairs
 - ❖ State or local Office of Immigrant and Refugee Affairs
 - ❖ Police department community policing programs
 - ❖ Schools with parent or community liaison programs
 - ❖ Court interpreter programs (lists of qualified interpreters and translators)
 - ❖ Hospitals and public health clinics
 - ❖ Universities with foreign language programs
 - ❖ National Virtual Translation Center (www.nvtc.gov)
3. **Work with Latino community partners and other Latino nonprofits and civic associations**
 - ❖ Community health centers and clinics
 - ❖ Legal aid/legal service agencies
 - ❖ Other Hispanic human service providers
 - ❖ Housing and economic development groups
 - ❖ Hispanic chambers of commerce
 - ❖ Organizing and advocacy organizations
 - ❖ Membership groups, from hometown associations to soccer clubs
 - ❖ Faith-based groups including churches (look for churches with Spanish-language services) and faith-based social service and refugee/immigrant serving agencies

6. Coordinate your efforts

Emergency warning, relief, and recovery obviously require complex coordination efforts – among FEMA, state and local emergency response agencies, sometimes Coast Guard or other military search and rescue teams, and a variety of other public agencies and nongovernmental entities – from the Red Cross and your VOAD to your Latino partners. The good efforts of a local emergency response agency to involve and include Latinos can be enhanced or minimized by the efforts (or lack of efforts) by other partners.

To help ensure that your access and inclusion efforts are successful, consider the following coordination activities:

- Document Latino partnerships and access and inclusion efforts and commitments in your emergency plan.
- Engage your other nongovernmental partners with your Latino partners, so they can plan together how to ensure access and inclusion.
- Arrange presentations and training for other emergency response partners, public and private, about special Latino barriers related to language and immigration status and related civil rights protections and guidelines.
- Widely disseminate materials like the Fact Sheet from the American Red Cross, National Immigration Law Center, and NCLR to the other partners in your emergency response work.
- Discuss availability of bilingual personnel throughout the network, and obtain a joint commitment on having them strategically placed during emergencies.
- Arrange for an expert on civil rights protections and eligibility issues to provide advice before, during, and immediately after an emergency.
- Establish a communications link that enables you to contact Latino partners during an emergency to quickly help resolve civil rights and nondiscrimination issues, including language issues, as they arise. Make sure public and private partners have the link and are strongly encouraged to use it.

Through such efforts, you can positively influence Latino access to and inclusion in emergency warnings, relief, and response.

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Addressing the Needs of Immigrants and Limited English Communities in Disaster Planning and Relief

Lessons for Government, Disaster Relief Agencies, and Community-Based Organizations¹

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I. Introduction

As the United States experiences an elevation in both the incidence and perceived threat of disaster, emergency preparedness has been assigned high priority by all levels of government, as well as by nongovernmental organizations. Potential hazards range from frequent and severe natural disasters to terrorism and public health epidemics. One of the most basic ingredients of effective planning is the development of strategies for maximizing the participation of the entire populace in preparing for disaster, complying with emergency orders, and engaging in other response efforts when disaster strikes. In the event of a major public health crisis such as a pandemic flu, the country's success in containing harm and saving lives requires that all members of the community understand how to protect themselves, seek timely help, and avoid spreading disease.

Although there is growing recognition that the effectiveness of disaster planning and relief depends on engaging and addressing the concerns of all segments of the population, the particular concerns of immigrants and other individuals with limited English proficiency are too often overlooked, disregarded, or even at times exploited.

Hurricane Katrina provides a particularly graphic occasion for examining the multiple levels of failure to account for the concerns of vulnerable groups. Like other Gulf Coast inhabitants affected by Katrina, immigrants saw their lives blown apart by the winds and swept away by the waters. Areas affected by Hurricanes Katrina and Rita were home to vibrant communities of immigrants. According to a special American Community Survey report, when the storms hit, approximately 1.8 million Hispanics, many of whom were immigrants, were living in the 117 counties most affected by Hurricanes Katrina and Rita.² Honduras' ambassador to the U.S. estimated that 140,000 Hondurans were living in and around New Orleans when disaster struck.³ In the years immediately preceding the storm, over 30,000 Asians were living in the five Louisiana parishes most impacted by Hurricane Katrina. The oldest Filipino community in the nation called New Orleans its home.⁴

Immigrants who survived continue to grapple with the emotional and psychological impacts of this horrific tragedy. They face many unique obstacles as they move through the healing process. Many were left behind in the worst-hit areas because the government failed to issue warnings, evacuation instructions, or hazard and safety precautions in a language that they could understand. Some lost the documentary proof of immigration status needed to obtain government assistance and employment. Some were evicted from shelters or otherwise made to feel unwelcome. The threat of deportation loomed large. Even many lawfully residing immigrants who had proof of their status were ineligible for most of the cash assistance, housing, employment, and health care services on which other survivors relied. All levels of government failed the survivors, and voluntary organizations and community groups were only partially successful in filling the gaps.

Drawing from nearly two dozen interviews with individuals involved in assisting immigrants struggling to survive in the aftermath of Katrina and other recent disasters,⁵ this paper attempts to identify lessons—positive and negative—that

can inform the disaster management work of state and local governments, disaster relief agencies, and community-based organizations seeking to address the needs of immigrant and limited-English-proficient (LEP) communities more effectively.⁶

The recommendations in this paper are directed principally to the following sectors:

- *The federal government, particularly the Department of Homeland Security (DHS).* DHS's Federal Emergency Management Agency (FEMA) leads the federal government's efforts to prepare for, respond to, and recover from disasters and emergencies. FEMA works in partnership with other emergency management organizations at the federal, state, and local levels. DHS also houses the two principal agencies responsible for immigration enforcement: U.S. Immigration and Customs Enforcement (ICE) and U.S. Customs and Border Protection (CBP).
- *State and local governments.* State and local governments play a critical role in disaster planning. Local offices for emergency management are key government players. They are responsible for developing and testing local emergency operating plans, as well as overseeing their implementation in times of disaster.⁷ They prepare vulnerability analyses, engage in disaster simulations and exercises, create and revise procedures for disseminating disaster warnings and critical information, and seek funding for local disaster preparedness initiatives. They also conduct disaster preparedness training courses and hold educational events to help prepare communities for emergency situations.
- *Disaster relief agencies.* A wide range of nongovernmental organizations at the national and state levels provide assistance when disaster strikes. Many are members of National Voluntary Organizations Active in Disaster (NVOAD).⁸ The American Red Cross is the largest nongovernmental provider of disaster-mitigation services in the U.S. and is federally chartered to carry out delegated responsibilities.⁹
- *Community groups.* The role of community-based organizations has been particularly prominent in meeting the needs of immigrants in time of disaster. These groups include a wide range of nonprofit entities operating at the community level, including religious centers, cultural associations, and neighborhood organizations, as well as local service providers and advocacy organizations.

II. The Struggle of Community Groups to Meet the Needs of Immigrants Affected by Katrina

Overview

Community-based organizations are a critical ingredient in effective disaster planning and response, particularly as a link to marginalized and vulnerable populations. People who distrust the government are less likely to comply with public health and emergency directives. Some studies reveal significant distrust of government agencies and officials among Latinos and other foreign-born persons.¹⁰ Community groups are more likely than other disaster relief providers to employ culturally and linguistically competent staff and are more likely to have earned the confidence of the populations they serve. Trusted community organizations with local knowledge hold the potential to build community confidence and promote cooperation and compliance when disaster strikes.

However, a recent study of member organizations of the National Alliance for Hispanic Health indicates that while willingness to provide disaster assistance is high among community groups, capacity is low. Of the agencies surveyed, 96% lack sufficient funding, training, materials, and equipment to serve their communities in a disaster, suggesting that community-based organizations are not adequately included in the disaster planning process.¹¹

In the aftermath of Hurricane Katrina, community groups throughout the Gulf Coast and the rest of the nation mobilized to provide comfort and assistance to evacuees and victims who remained in the affected area. Many of these community groups, some of which had never before been heavily involved in disaster relief, reacted quickly, compassionately, and aggressively to make sure that affected individuals and families received the services they desperately needed, ranging from food and shelter to counseling and job placement assistance. Virtually overnight, churches, community centers, and other service-providing facilities became ad hoc disaster recovery centers, shelters, and warehouses for mountains of clothing, food, and other donated goods. Community groups held huge donation drives that secured untold tons of food and other necessities for those in need, recruited tens of thousands of volunteers who worked long hours providing or securing vital assistance for hurricane victims and evacuees, and arranged short- and long-term housing for many displaced families.

Many ad hoc shelters and local organizations serving immigrant communities attempted to connect with members of Voluntary Organizations Active in Disaster (VOAD) and vice versa. However, these efforts frequently failed because service providers were too swamped to devote time and resources to relationship building. Already overwhelmed by the massive needs of evacuees who were pouring into their facilities, local community groups reported that they found it impossible to navigate bureaucratic requirements. The training and certification process that is required to become affiliated with the Red Cross was cited as one example. Several of the immigrant advocates and community groups interviewed also reported frustration with being passed repeatedly between different officials and points of contact.¹²

In addition to providing temporary refuges for their compatriots, local immigrant community groups tried to meet the needs of immigrants seeking assistance by supplying larger relief providers with linguistically and culturally competent volunteers. Many community leaders reported that these efforts were undermined by the bureaucratic weight and confusion of organizations such as FEMA and the American Red Cross. Red Cross officials refused to hire willing Vietnamese interpreters recruited by community groups, citing agency rules prohibiting the hiring of individuals who had not gone through their internal training process.¹³ Already overwhelmed by the survivors who had flooded their community centers, restaurants, churches, temples, and businesses, local community leaders and volunteers were often unable to complete the training courses and fulfill other procedural requirements imposed by the larger relief providers.

As a result, everyone suffered. The larger relief providers suffered because they failed to harness the linguistic and cultural expertise of local community groups. Local community groups suffered because they could not access the financial assistance and technical expertise that the larger relief providers could offer. Immigrant survivors of Katrina, stuck in the middle, had to make a choice between approaching the larger relief providers, which specialized in disaster relief and possessed financial and logistical resources, or approaching ad hoc relief providers, which were able to communicate with them and provide the cultural sensitivity they needed as they recovered from this tragedy. With better coordination, especially before disasters actually strike, immigrant disaster victims would not be forced to make this unenviable choice.

PERSPECTIVE: UNITED HONDURAN COMMITTEE OF HOUSTON

Prior to Hurricane Katrina, New Orleans was home to more than 100,000 Hondurans, many of whom had been granted temporary protected status after Hurricane Mitch ripped through Central America in 1998. Even before Katrina struck, Honduran and other Latino evacuees began crowding into El Coquito, a restaurant in southwest Houston. El Coquito is owned by Christina Flores, who is also the president of the United Honduran Committee of Houston. With businesses to keep afloat and few outside resources, Christina and other members of Houston's Honduran community did everything they could to provide the evacuees with food, clothing, and other necessities while trying to connect them with larger relief providers. In the first two weeks Christina recorded more than 1,000 names at El Coquito. As soon as the Mayor's Office of Immigrant and Refugee Affairs (MOIRA), led by Benito Juarez, heard what was happening, it distributed Spanish-language flyers at the restaurant providing information about assistance available to evacuees, and sent Spanish speaking caseworkers. Soon afterward, MOIRA connected El Coquito with the Mennonite Central Committee (MCC). Joined by a few local churches, MCC provided food, care packages, and Wal-Mart cards to the evacuees. Most importantly, transportation was provided from El Coquito to the main disaster recovery center and shelters, which were all relatively distant. Despite this assistance, Hondurans encountered serious difficulties in obtaining the assistance they needed. Due to the lack of Spanish speaking interpreters at most disaster recovery centers, more than one hundred families sent by Christina were turned away. Most returned to El Coquito with no idea why they had been rejected.

Community groups reported that they encountered a variety of obstacles in their efforts to provide assistance.

These included:

- Difficulties connecting victims and evacuees with major disaster relief providers due to the providers' lack of linguistically and culturally competent staff.
- Difficulties securing adequate funding for disaster relief operations.¹⁵
- An inability to participate in shelter trainings and certification processes because they were too overwhelmed to navigate bureaucracies and training programs.
- Poor communication with FEMA, Red Cross, and other major disaster relief providers.
- Lack of technical expertise in disaster relief.

These obstacles negatively affected both service providers and recipients, heightening confusion and stress, placing financial and logistical limitations on service providers, complicating referral processes, and ultimately preventing many hurricane survivors from obtaining in a timely manner the full range of services for which they were eligible.

Recommendations

Partnerships between government agencies, disaster relief organizations, and immigrant-serving organizations at both the national and community level are paramount to an effective preparedness and response strategy. Such action is

consistent with federal and state guidelines, such as the National Response Framework, which lays out the importance of collaboration with private nongovernmental organizations to reach vulnerable populations. These organizations should also be present at the planning tables of NVOAD, the Citizen Corps network of volunteer councils administered by FEMA, and local emergency planning committees, all of which need to include a more diverse representation of immigrant and LEP communities. Partnerships are key to bridging cultural and linguistic gaps and fostering the trust, understanding, and cooperation necessary for effective disaster response.

*To effectively engage these community groups and other community leaders, it should be recognized that despite a high social will to assist in disaster planning and response, there are structural barriers such as a lack of resources and understanding of how to become connected with emergency networks and systems.¹⁶ Overcoming these barriers may require introductory steps that align with services community groups currently provide, such as participatory community research, educational outreach by *promotores* (lay health workers), and health-related events.*

III. Overcoming Barriers Preventing Immigrants from Effective Participation in Disaster Preparedness and Relief

In order to include immigrant communities in disaster planning and emergency assistance more effectively, government agencies, disaster relief organizations, and community groups must address a wide range of obstacles. Some of these barriers resemble those experienced by other vulnerable groups. For example, some studies have indicated that distrust of governmental authorities, a common obstacle in bringing aid to immigrant communities, is also prevalent among racial and ethnic minorities more generally. Immigrant and low-income communities alike suffer from vulnerabilities associated with a lack of financial resources and poor access to health care.¹⁷ However, these obstacles have unique dimensions when experienced by immigrants. Language barriers and low education attainment create further challenges for many immigrants, as well as for citizens with limited English proficiency. Finally, for undocumented immigrants or mixed status households that include undocumented members, vulnerabilities relating to immigration status can vastly exacerbate other challenges.

On a positive note, the resourcefulness and resilience of immigrants also present an opportunity for emergency managers and planners. Immigrants must often overcome traumatic situations in their home countries and effectively adjust to obstacles they face in their new home. While there is little information on how to tap into this potential, there are hints that the resilience and self-reliance immigrants have been forced to develop can be a valuable asset to a community's recovery. Examples can be seen in post-Katrina New Orleans, where the Latino and Asian communities were among the first to recover and thrive economically.

Fear of Immigration Enforcement

Overview

Undocumented immigrants live in a continuous state of anxiety due to the ever-present possibility that their lives will be thrown into chaos if immigration authorities discover their unlawful presence. This anxiety extends also to their families, which often include U.S. citizens. The degree of trepidation varies according to a number of factors and it may ebb and flow over time. There is strong indication that undocumented immigrants and their family members are currently experiencing extraordinarily high levels of fear.¹⁸

Indeed, a recent report summarizing the results of interviews with five focus groups made up of Latino adults, regarding their knowledge and perceptions of emergency preparedness, notes that participants, without exception, mentioned the current state of immigration laws and enforcement *themselves* as an emergency situation creating personal risks. For example, one participant stated, "I think the problem of our legal status is a big emergency," while another noted, "We are frightened because we don't know what is going to happen [with immigration]. . . . [T]his is an emergency."¹⁹ Increased anti-immigrant sentiment and efforts at the federal,²⁰ state,²¹ and local²² levels to tighten restrictions on immigrants are creating a palpable sense of emergency in immigrant communities, one that may eclipse immigrants' focus on preparing for and responding to disaster.

When disaster strikes, fear of immigration enforcement clearly inhibits immigrants from securing even the most basic emergency services, such as shelter, food, and water. Reports by nongovernmental organizations monitoring responses to the

2007 wildfires in southern California note that many undocumented immigrants did not dare venture into evacuation centers due to their fear of being deported. Unfortunately, despite the fact that emergency services are required by law to be available to all disaster victims regardless of immigration status, these fears are not wholly unfounded. In one notable case, the San Diego Police Department detained and turned over to the U.S. Border Patrol an extended family of seven evacuees who had sought shelter, food, and supplies at Qualcomm Stadium, the largest evacuation center during the wildfires. Within hours, the family, including three children, one of whom was a U.S. citizen, was deported to Mexico. Witnesses reported that more than 25 evacuee families left the stadium following the incident out of fear that they too would be arrested and deported. Others, hearing reports of police patrolling the exits, were fearful of leaving the stadium with supplies. In the middle of the night following the incident, San Diego police officers reportedly dispersed throughout the stadium, waking families and requesting that they present identification proving that they resided in one of the evacuated areas. They escorted families that could not provide the requested identification out of the stadium. Agents and a Border Patrol van had been stationed near the entrance to the stadium, and although the agents' purpose was to assist in mapping burn areas from the fires, their presence contributed to a climate of intimidation and created a level of fear among immigrants and Latinos that exacerbated the lack of trust in government and other emergency response providers.²³

By contrast, when Hurricane Charley hit Florida in 2004, FEMA issued a press release in English and Spanish titled "Storm Victims Urged to Come Forward for Emergency Aid Regardless of Immigration Status," in which it encouraged all immigrant storm victims to seek emergency aid for which all survivors are eligible.²⁴ In the immediate aftermath of the 9/11 terror attacks, the federal government issued assurances that families affected by that disaster could come forward to participate in rescue and recovery efforts without fear of adverse immigration consequences.²⁵ Natasha Pavlov of the New York City Office of Emergency Management explained, "These assurances did not necessarily make immigrants completely trust the government, but not issuing them would have made things much worse."

For reasons that remain unclear, the federal government did not issue these same assurances in Katrina's aftermath.²⁶ Indeed, a DHS spokesperson stated that "as

we move forward with the response [to the hurricanes], we can't turn a blind eye to the law," intimating that an enforcement arm of DHS (ICE) might trump its relief arm (FEMA) and apprehend disaster victims for civil immigration violations during the response efforts. A lack of reassurance in combination with instances of actual enforcement conducted by ICE in disaster areas following the hurricanes exacerbated immigrants' fear of the authorities, which discouraged them from seeking assistance from government agencies. In the interviews conducted for this report, fear of exposing immigration status was the most commonly cited reason why many undocumented immigrants avoided FEMA and even the American Red Cross, preferring instead to seek assistance from community organizations. Publicity surrounding immigrants who were detained by the authorities in the course of applying for benefits fueled these sentiments.²⁷

Julio Galvez, a Honduran living in Metairie, Louisiana, who evacuated to Houston, was among those targeted by law enforcement authorities. As he was leaving a Red Cross center where he had gone seeking emergency assistance, he was stopped by a plainclothes police officer. After inspecting his photo identification, an international driver's license from Honduras, the officer took him to a police station for questioning, photographing, and fingerprinting. Detained overnight, Galvez observed, "I realized in jail that I was not the only person who was suffering. There were others, too, who did not know why they were there." Reflecting on his experience, Galvez noted that the President "was telling us that nothing would happen. We were trusting in him, and in God, when we went to get help. Now we realize you cannot have faith in the government."²⁸

The hostility displayed toward Latinos by some federal and local law enforcement officers in the immediate aftermath of Katrina further traumatized and marginalized immigrants. In one instance, ICE confirmed that three undocumented immigrant evacuees were met by ICE officials when their evacuation plane landed in El Paso, Texas. The evacuees were detained and released with notices to appear for deportation proceedings. In another incident, state troopers in West Virginia called in ICE officials in response to a woman's complaint against a passenger on a bus transporting evacuees to a temporary shelter. The passenger and his companion, both from Central America, were taken into custody even after the woman was interviewed and decided to not press charges.²⁹

Threats of immigration enforcement seriously interfered with the humanitarian objectives of NVOAD organizations such as the American Red Cross, particularly

in Mississippi. The Mississippi Immigrants Rights Alliance witnessed ICE agents stationed outside of a FEMA shelter. When asked of their purpose, an agent said they were there to protect those people receiving assistance, but their presence instead intimidated immigrants into avoiding needed shelter, undermining their safety.³⁰ In Long Beach, Mississippi, a local sheriff's office and U.S. Marshals entered a Red Cross shelter and ordered approximately 60 Latinos, including an assistant shelter manager who claimed to have been singled out based on the color of his skin, to present identification. After the incident, the sheriff's office explained, "We were concerned with the growing numbers of the Hispanic population and whether or not we had displaced residents of southern Mississippi from the hurricane or workers brought in from other areas using the shelter as base camp." Most of the men who were questioned left the shelter the next morning, having got the message. One of the immigrants who spoke with a reporter explained that the Latinos were told that if they did not leave, the officers would return to take them away: "They asked me where I wanted to go—to Houston, Atlanta, or back to Mexico." The man had lost everything he owned in the storm.³¹

In another incident, local Red Cross staff threatened to call in the sheriff's office to evict shelter residents whom they perceived to be newly arrived workers rather than hurricane victims. The shelter, located in D'Iberville, Mississippi, initially claimed that the American Red Cross' national headquarters ordered the eviction, but the national office disavowed this claim. Following intervention by local advocates and national organizations, the Red Cross made a commitment that no one else would be evicted from the shelter until suitable alternative housing had been arranged. However, local shelter staff persisted in pressuring Latinos to leave the shelter, and sheriff vehicles parked within eyesight of the shelter reinforced this message. By the time the situation was brought under control by Red Cross command, most of the Latinos had left. One individual who succumbed to the pressure was Nilo Cervantes, a lawfully permanent resident who had lived in the U.S. for 12 years after arriving as a refugee from Cuba. He was working for Tyson Foods in Forrest, Mississippi, when the hurricane struck. He lost his job and was soon evicted from his home because he could not afford to pay rent. He made his way to Biloxi to seek work in the reconstruction efforts and, with no local housing available, he landed in the D'Iberville shelter. Feeling harassed by Red Cross staff who presumed he was not a direct hurricane victim and threatened him with eviction, Mr. Cervantes left the shelter.³²

More recent episodes reveals the federal government's lack of coherence regarding the primacy of public safety in times of disaster. In May 2008, a spokesperson for the Border Patrol's Texas Rio Grande Valley sector revealed that in the event of an evacuation from the low-lying area, which is at risk of hurricane rains and flooding, "we'll still check everybody" at existing highway checkpoints. In fact, a reporter photographing a mock evacuation even observed Border Patrol agents rehearsing citizenship document checks of people boarding evacuation buses. The Border Patrol confirmed its intention to perform document checks in bus launching areas, saying it would transport undocumented immigrants to detention centers away from the hurricane's reach and would later process them for deportation.³³ Local advocates, national organizations, Texas state officials, and members of Congress swiftly expressed their outrage over this policy to DHS, noting that the area has one of the highest mixes of hurricane-vulnerable cities and immigrant communities in the country. Not only is it at odds with basic humanitarian principles, but it also is shortsighted and impractical. Document checks would inevitably slow down evacuation bus departures and bottleneck traffic in situations where time is of the essence. Faced with the threat of deportation, tens of thousands of immigrant families with an undocumented member, including many families with U.S. citizens, would have little choice but to take their chances remaining in place rather than evacuating, placing not only themselves but rescuers at great peril. One county's emergency management coordinator noted that due to residents' fear of the federal government, a failed evacuation "could potentially turn into a mass search-and-rescue from the local government."³⁴ As John Trasviña, President of the Mexican American Legal Defense and Educational Fund, noted, "Most Americans don't carry their birth certificates or passports with them, particularly when they're leaving their homes in a hurry. Many U.S. citizens will be subjected to the added trauma of proving that they belong in their own country at a time when they are fleeing for their lives."³⁵

A few days after the controversy broke, DHS Secretary Michael Chertoff attempted to offer some reassurance. Saying he wanted to "drive a stake through the heart of a misapprehension which is out there," Chertoff explained that "in the event of an emergency, and the need for an evacuation, priority number one by a country mile is the safe evacuation of people who are leaving the danger zone." He continued, "Instructions to the Border Patrol and Customs and Border Protection

are clear. They are to do nothing to impede a safe and speedy evacuation of a danger zone.” Yet he also pointed out that “obviously the laws don't get suspended, but it does mean that our priorities are to make sure we can move traffic along quickly.”³⁶ Ronald Vitiello, Chief Patrol Agent of the Rio Grande Valley Sector, wrote an open letter to Valley residents emphasizing that the Border Patrol's primary role in emergency situations is to safeguard life.³⁷ These public statements did not quell the controversy, since they left open the question of whether CBP believed that evacuees' documents should be checked in a manner consistent with its primary role. CBP's less formal statements indicated that the agency had reconsidered its initial position and decided it would not routinely check documents or enforce checkpoints. Lloyd Easterling, Assistant Chief of the Border Patrol, reportedly told a reporter that permanent checkpoints on the two main highways leading further northward into Texas will not be manned during an evacuation.³⁸ A spokesperson for the office of Texas Governor Rick Perry, noting that slowing or stopping traffic during an emergency is “nonsensical” and “creates an environment ripe for tragedy,” reported that the office “received assurances from [Border Patrol] Chief Aguilar that, while patrolmen will always have a presence to ensure criminals do not try to exploit an emergency situation, they will not stop people fleeing from harm's way.”³⁹ While these statements suggest improvements at the policy level, one wonders why such a strong pushback by a diverse range of stakeholders was necessary to arrive at a commonsense approach, and why DHS and CBP found it so difficult to issue the kind of clear and unequivocal statement needed to undo the damage to public confidence caused by the episode.

Fortunately, clearer statements were issued later in the hurricane season. On Sept. 10, 2008, with Hurricane Ike threatening, DHS released talking points stating, in part: “There will be no DHS immigration enforcement operations associated with evacuations and sheltering.” Advocates and organizations in directly affected communities have urged DHS to establish a standing policy ensuring all evacuees and their families will have safe and equal access to humanitarian care during every phase of disaster.*

* The September 10, 2008 statement marked an improvement over a statement DHS released a week earlier in response to Hurricane Gustav's threat. See letter from the New Orleans Workers' Center for Racial Justice and supporting organizations to DHS Secretary Michael Chertoff, Sept. 9, 2008 www.nilc.org/disaster_assistance/national_letter_on_dhs_disaster_policy_sept08.pdf.

Recommendations

In an emergency, the government should do everything in its power to encourage all victims to participate in rescue and recovery efforts. Fear of immigration enforcement corrodes these efforts and exacerbates threats to public health and safety.

PERSPECTIVE: JOSÉ VELÁZQUEZ, PH.D., FORMER EXECUTIVE DIRECTOR, LATINO MEMPHIS

During the first two weeks after Hurricane Katrina, there were essentially no Latinos staying in shelters in Tennessee. Shortly after, however, significant numbers of immigrant survivors began arriving at the offices of Latino Memphis. These immigrants, who were afraid to seek help from FEMA or the Red Cross, reported that many Latinos had not known that they were supposed to evacuate or how to do so, and that many people remained behind. Three weeks after Katrina, Executive Director José Velázquez and other Latino Memphis staff went to Bay St. Louis, Mississippi, to see how they could be of assistance. Amid the devastation, they found a damaged apartment complex where Latino families remained. As they approached the complex, several residents ran into the apartments and locked the doors, fearing that the Latino Memphis staff might be immigration enforcement officers. The residents later explained to the Latino Memphis staff that they wanted to leave the area but did not have transportation and were afraid to approach the FEMA disaster recovery center or the Red Cross relief center, both of which were less than a hundred meters away. Despite Latino Memphis' attempts to alleviate their fears, most of the Latinos in the complex would not budge. This situation was exacerbated by the attitude of the local Red Cross relief center, which did not employ Spanish interpreters, refused offers from volunteer interpreters, and turned away at least two families because they did not bring Spanish interpreters with them.

State and local governments should make it clear that their sole interest in times of disaster is to assist persons in need. Policies should ensure that officials and agencies providing disaster-related services avoid making unnecessary inquiries regarding immigration status of evacuees or any other information that is not strictly necessary to deliver or determine eligibility for critical services. By prohibiting unnecessary inquiry and collection of information, state and local governments can avoid creating apprehension among disaster victims about why information is being solicited and how it will be used. Prohibition of inquiry both offers maximal privacy safeguards to victims and helps shield state and local governments from potential legal liability, since no record is created that could be negligently divulged.

State and local public officials should also institute policies to ensure to the maximum degree permissible by law that information gathered during a disaster remains confidential and will not be shared with other agencies for purposes not directly connected to administering disaster assistance.

Policies that safeguard against the unnecessary collection and sharing of sensitive information are not only important in addressing the concerns of immigrants in relief efforts. They also help to ensure that other vulnerable groups, such as victims of domestic violence and individuals with sensitive health conditions, are not deterred from seeking assistance or placed at risk.

DHS likewise should develop a standing policy, reiterated in times of disaster, not to conduct immigration enforcement in association with any phase of disaster preparedness or recovery. When disaster strikes, the delivery of humanitarian relief and protection of public health and safety should be prioritized over other objectives.

If DHS is unwilling to commit officially to the temporary cessation of all local immigration enforcement activity, DHS should, as a matter of discretion, limit enforcement activity to a bare minimum in disaster areas immediately following the disaster in order to help promote cooperation and participation by immigrants and their family members, so as not to undermine emergency relief efforts. When disaster strikes, the delivery of humanitarian relief and protection of public health and safety should be prioritized over other objectives. A bare minimum of enforcement activity would require that enforcement is only undertaken when postponing the action would pose significant public safety risks.

ICE and CBP should not be visibly present in disaster relief settings. In times of emergency, it is of course critical to have all hands on deck, and many federal employees from agencies beyond FEMA have performed admirably in times of crisis. However, the visible presence of immigration enforcement officers at shelters and disaster relief centers, even when well intended, effectively excludes families with undocumented members from securing critical and sometimes life-saving services for which they are, by law, eligible.

The American Red Cross and other VOADs should establish and train staff in policies preventing employees from making unnecessary inquiries into immigration status, prohibiting the sharing of information regarding immigration status without consent, and forbidding employees from calling upon immigration or law enforcement authorities or other agencies that are not involved in determining eligibility for disaster assistance. The American Red Cross has a statement of impartiality that offers an excellent starting point.⁴⁰ However, additional training of staff and enforcement of policy would better enable the agency to ensure its consistent application.

Neither the American Red Cross nor any other VOAD should invite, welcome, or permit immigration enforcement authorities to operate in the vicinity of their shelters or assistance sites. Such presence undermines their mission of providing emergency services to all persons in need. The Red Cross won praise for the

STATEMENT ON IMPARTIALITY OF AMERICAN RED CROSS DISASTER SERVICES (SEPTEMBER 9, 2008)

Red Cross workers will not question clients about their citizenship status, nor will they request birth certificates, immigration papers, passports, social security cards, or similar documents that could be interpreted as being used to identify the nationality or immigration status of persons seeking Red Cross assistance. Only such documents necessary to identify the individual or family as living in the disaster-affected area are required for Red Cross assistance. If federal, state or local authorities make a request to enter a shelter for the purpose of looking for undocumented shelter residents, the Red Cross will not grant them permission unless provided with a subpoena or court order...

leadership it displayed at the Del Mar Fairgrounds evacuation center during the 2007 wildfires in southern California. Upon recognizing the problems that immigrants encountered at Qualcomm Stadium, Red Cross officials made it clear that the Border Patrol would not be welcomed at the center. When deputies from the local sheriff's department entered the facility and began to interrogate evacuees, the Red Cross reportedly intervened, asserted its control over the facility, and succeeded in de-escalating a tense situation.⁴¹

Community groups should continue to monitor and document the experiences

of immigrants as they attempt to secure disaster relief, serving as advocates and watchdogs. It is clear that the presence of community organizations as observers, fact-finders, and information-providers at disaster relief sites has discouraged abusive practices and promoted accountability when abuses occur. Community groups offer a unique understanding of cultural barriers requiring special interventions and are well placed to assist vulnerable populations whose trust they have gained over time.

Loss of Documentation

Overview

Even in normal times, tens of millions of U.S. residents lack readily available identification documentation. According to a national survey sponsored by the Brennan Center for Justice, as many as 7% of U.S. citizens do not have ready access to documents proving citizenship, such as U.S. passports, naturalization papers, or birth certifications. As many as 11% of U.S. citizens lack government-issued photo identification. The problem is particularly prevalent among the poor, seniors, and minorities; for example, one in four African American citizens of voting age has no current government-issued photo ID.⁴²

Disasters dramatically compound problems relating to a lack of ID and related documentation. When Katrina's floodwaters swamped cities and towns along the Gulf Coast, many people lost important ID documents, including driver's licenses, Social Security cards, passports, bank statements, pay stubs, and birth certificates. For many survivors, the loss of these documents proved to be a significant obstacle in obtaining FEMA assistance and regaining financial solvency. For immigrants, the loss of documentation caused more than delays in the processing of their applications for government assistance; it also meant loss of proof that they were lawfully present in the U.S. According to U.S. Citizenship and Immigration Services (USCIS), more than 30,000 immigrants with temporary visas and nearly 25,000 with green cards were affected by Hurricane Katrina.* The lack of documentation complicated immigrants' efforts to seek employment and made them vulnerable to arrest and detention.

Within days of Katrina, the White House, federal agencies, and Congress publicly committed to ensuring that disaster victims could secure housing, health care, food stamps, and other safety-net services quickly, without the kind of lengthy applications and documentation requirements that typically govern these programs. Several federal agencies took positive steps to respond promptly and flexibly. President Bush announced that every resident in counties declared disaster areas due to Katrina would be granted special evacuee status, enabling

* Ruth Ellen Wasem, *Hurricane Katrina-Related Immigration Issues and Legislation* (Washington DC: Congressional Research Service, 2005).

them to receive the federal benefits to which they were entitled without needing to satisfy the documentation and verification requirements normally used in these benefit programs. Federal agencies quickly issued guidelines streamlining and expediting application procedures for evacuees. The U.S. Department of Agriculture (USDA), for example, issued guidance establishing that all evacuees were eligible for an immediate first month of food stamps based on their evacuee status.

However, immigrants continued to face difficulties relating to loss of identification documents, problems that were exacerbated by the special scrutiny that government officials and some relief agencies placed on Latinos and other persons who “appeared” foreign under. As described in the previous section, personnel operating in Gulf Coast disaster settings at times demanded that persons seeking assistance present documents to prove their personal identity or confirm that they resided in an area affected by disaster and were therefore “legitimate” disaster victims. Demands for identification documents appeared even more pervasive in San Diego County after the wildfires.⁴³ After 9/11, some immigrants were reportedly denied entrance to federally managed facilities providing disaster assistance due to a lack of “proper” identification.⁴⁴

Whether or not such demands are pretexts for discrimination on the basis of race, ethnicity, or immigration status, their effect on immigrants can be particularly severe. Because of increasingly stringent rules governing state issuance of photo identification, immigrants are less likely to possess U.S. driver’s licenses or other state IDs. Such identification often serves as a prerequisite to obtaining other forms of identification. Therefore, even in normal times, many immigrants struggle to provide acceptable documentary proof of their identity and residency. They must often rely on secondary forms of evidence, such as utility bills, leases, and rent receipts—the kinds of assorted documents that are most likely to be destroyed or left behind in haste when disaster strikes.

To make matters worse, when immigrants cannot produce acceptable ID to authorities, the repercussions may go beyond denial of assistance. As previously described, it may produce suspicion that they lack ID because they have no authorized immigration status. In a growing number of jurisdictions, states and localities have signed agreements with ICE that allow their police to enforce

federal immigration law.⁴⁵ Moreover, these agreements are part of a broader package of federal programs involving states and localities in various aspects of immigration enforcement.⁴⁶ So even in places lacking an official agreement, immigrants are aware of the ever-present threat that an individual might attempt to make a report to immigration authorities. As a result, the specter of ID checks can serve as a severe deterrent to immigrants in need of assistance, particularly if the proof of identity is restricted to U.S.-issued federal or state government IDs.

Recommendations

Federal, state, and local agencies administering public benefits and other assistance programs should develop plans for relaxing ordinary documentation requirements in areas where a disaster has caused widespread destruction of documents. The relaxed requirements should remain in effect for a sufficient period of time that allows victims to replace their documents. Where destruction is widespread and immediate return is impossible, agencies should account for the fact that disaster victims may have evacuated to locations across the country, requiring a multistate or even nationwide policy for enabling disaster victims to gain access to assistance under relaxed verification rules.⁴⁷

In the aftermath of disasters that cause widespread destruction of documentation, USCIS should expedite issuance of temporary documents to replace lost immigration papers, such as work authorization cards.

State and local governments should pass legislation or enact policies prohibiting agencies involved in disaster assistance from soliciting documents or information that are not strictly necessary under state and federal rules to determine eligibility for assistance.⁴⁸ Too often, officials make arbitrary decisions about when and how to demand identification and which forms of documentation to accept. In order to maximize the delivery of humanitarian relief in times of crisis and avoid selective profiling on the basis of race and nationality, such requests should be limited to the minimum as required by the rules of the applicable disaster services delivered.

* See USCIS press release, "USCIS Announces Interim Relief for Foreign Students Adversely Impacted by Hurricane Katrina," Nov. 5, 2005, www.uscis.gov/files/pressrelease/F1Student_11_25_05_PR.pdf.

2008 CALIFORNIA LEGISLATION PROHIBITS UNNECESSARY DOCUMENTATION INQUIRIES

California recently enacted a bill intended to address some of the abuses that occurred during response to the 2007 San Diego–area firestorms. Proponents of the bill noted that persons fleeing a disaster commonly lose or lack access to critical documents, and that low-income individuals, seniors, persons with disabilities, and immigrants face particular barriers in replacing these documents. The bill, enacted with bipartisan support, states in relevant part: “Entities providing disaster-related services and assistance shall strive to ensure that all victims receive the assistance that they need and for which they are eligible. Public employees shall assist evacuees and other individuals in securing disaster-related assistance and services without eliciting any information or document that is not strictly necessary to determine eligibility under state and federal laws.” (AB 237)

Three months after the storm, USCIS offered discretionary relief to certain foreign students, providing “interim relief” to F-1 visa-holders and, on a case-by-case basis, “deferred action” status to F-2 visa-holders.*

However, Congress was not willing or able to take even the minimal step of authorizing the attorney general and DHS secretary to waive technical transgressions by other noncitizens in lawful status prior to the hurricanes whose failure to comply with immigration laws was the direct result of the disaster.

Disaster relief agencies and community groups should similarly develop policies limiting solicitation of information to that which is absolutely necessary to determine eligibility for assistance.

Loss of Immigration Status

Overview

In many cases, the lawful immigration status of non-U.S. citizens is conditioned on their relation to a relative in the U.S., their work for a particular employer, or their attendance as a student at a certain educational institution. Major disasters can result in the death or disability of relatives, force the closing or scaling down of businesses and educational institutions, and require the separation of workers and students from their places of employment and study. Absent federal legislative action, each of these conditions can instantaneously result in lawfully present immigrants falling out of legal status.

After the Gulf Coast hurricanes in 2005, many immigrants who had previously been the beneficiaries of family and employment-based petitions for immigrant

visas were relegated to a limbo status because their relatives died or their employers' facilities were destroyed. Immigrant students who had to suspend their studies because their schools closed technically did so in violation of their student visas.⁴⁹

When similar issues arose for surviving immigrant victims of 9/11, Congress acted swiftly to enact legislation ensuring that noncitizens residing lawfully in the U.S. prior to the attacks did not suffer a loss of immigration status or benefits due to circumstances that changed as a result of the attacks.⁵⁰ In fact, DHS recently announced special procedures enabling undocumented spouses and children of undocumented immigrants killed in the 9/11 attacks to apply for humanitarian parole, which would allow them to live and work legally in the U.S. The special procedures allow them to apply anonymously so that they would not risk deportation if their applications were denied.⁵¹

Katrina did not evoke the same national response that 9/11 did. After Katrina, the U.S. House of Representatives quickly passed a bill providing for insufficiently narrow remedies.⁵² Improved provisions were included in a comprehensive immigration reform bill that passed in the Senate,⁵³ but the legislation was never enacted. Congress was not willing or able to take even the minimal step of authorizing the attorney general and DHS secretary to waive technical transgressions by noncitizens in lawful status prior to the hurricanes whose failure to comply with immigration laws was the direct result of the disaster. As a result, thousands of previously lawfully residing immigrants were placed in limbo or lost their lawful status due to circumstances caused by the hurricanes' devastation.

Recommendations

Protecting victims of disaster from losing their preexisting immigration status solely because of the disaster should be a federal priority. The federal government alone is responsible for enacting and administering immigration laws.

In the weeks following Katrina, the National Immigration Law Center published a set of recommendations outlining features that should be included in federal hurricane relief legislation, including numerous provisions aimed at safeguarding lawfully residing immigrants from loss of immigration status. Most of these recommendations are broadly applicable to other major disasters.⁵⁴

Language Barriers

Overview

Ninety-seven percent of long-term immigrants to the U.S. eventually learn to speak English well.⁵⁵ However, at any given time, many immigrants are engaged in the process of learning English. In fact, according to the 2000 Census, more than 18% of the total U.S. population speaks a language other than English at home. Among that group, 45% speak English less than “very well.”⁵⁶ Language barriers can play a central role in the isolation of immigrants and can interfere in good communication with and trust of service providers and the government. Unless agencies engaged in disaster planning develop measures to overcome language barriers, individuals with limited English proficiency will miss important information needed to prepare for emergencies. When disaster strikes, effective communication with LEP individuals is necessary to ensure that they understand evacuation orders and other emergency directives. Failures in communication not only endanger LEP individuals and their families but also threaten to put first responders tasked with rescuing people in harm’s way. Furthermore, communication failures pose a more severe threat to the broader public in the event of a pandemic. Indeed, the Centers for Disease Control and Prevention recognizes communities with limited language competence as a population group warranting particularly careful attention in emergency planning and response.⁵⁷

It is an understatement to say that many LEP Gulf Coast residents did not get the information they needed about the pending disaster of Hurricane Katrina or the relief available to survivors. Prior to Katrina, only one Spanish-language radio station based in New Orleans served coastal Mississippi, and the hurricane interrupted that station’s services. Immigrants whose primary languages were neither English nor Spanish had even less access to information. For example, Gulf Coast callers seeking to communicate with FEMA via telephone were given a choice between English and Spanish. No offer was made for Vietnamese, despite the large numbers of Vietnamese affected by the storms, or for any other foreign language.⁵⁸ Some localities affected by the hurricanes had no concrete operating plans to ensure that warnings and emergency information were distributed in languages other than English.⁵⁹ As a result, some immigrants had no idea what dangers they would face from Katrina, what to do, or where to go. In some cases, local businesses and volunteers helped to compensate for the government’s

shortcomings. In New Orleans, for instance, a local radio station broadcast evacuation warnings in Spanish shortly before Katrina made landfall and then returned to the air a few days later to distribute emergency information.⁶⁰

Vietnamese Americans evacuating into Houston by car reported listening to two Houston radio stations for up-to-date information about the disaster.⁶¹

The situation was even worse along the Mississippi coast, where there was little ethnic media infrastructure available to pick up the slack. According to Vicki Cintra of the Mississippi Immigrants Rights Alliance:

*Thousands of immigrants in this area did not know that hurricanes could be that dangerous, that it was heading towards Biloxi...they didn't know where to go or what to do... there was one message played one time on Sunday on the local television station in Spanish, and that was it.*⁶²

Due to the lack of accessible warning information, many immigrants failed to evacuate, putting them at great personal risk. In one chilling example, Cintra described the plight of some seventy Brazilian, Jamaican, and Peruvian casino workers who were dropped off by their employer at a coastal hotel shortly before Katrina struck the coast.⁶³

Ineffective outreach to immigrant communities created a lack of awareness of the services available to persons affected by the storms, resulting in thousands of Vietnamese and Latino survivors and evacuees bypassing officially sanctioned shelters in favor of ethnic enclaves (such as the Hong Kong City Mall and El Coquito Restaurant, both in Houston) where compatriots provided food and shelter.

Other LEP individuals who sought assistance from mainstream providers did not have effective access to relief services because FEMA, the Small Business

PERSPECTIVE: ENCOURAGER CHURCH, HOUSTON

The Encourager Church in Houston operated as an independent shelter and recovery center for Katrina evacuees. Sarah Williamson, the facilities manager, recounted this story:

We had one Vietnamese lady, it was just her and her husband...they didn't have any children, and she did not speak or understand any English. He would get up early in the morning to try to find work and would leave her here. We were trying to help her, ask her some questions, not really knowing that she didn't understand us...and it scared her. She had just come from Vietnam and only been in New Orleans for three months when this happened to them, and they had lost everything and had to come over here. It almost seemed like she thought we were trying to hurt her. Then we finally had someone come in who could interpret for her and let her know that we were here to help her and keep her from being alone. That really calmed her down and, from then on, she was comfortable here.

Administration (SBA), the U.S. Department of Housing and Urban Development (HUD), state governments administering Community Development Block Grant (CDBG) funds, and the American Red Cross lacked multilingual staff or volunteers who could communicate with them and often did not offer printed materials in their primary language. Even for native English speakers, the application procedures for everything from FEMA trailers to assistance checks were bewildering and time-consuming. Small errors in form completion would result in long delays and jammed telephone lines, prompting fits of frustration. For hurricane survivors who were still in the process of learning English, this tangle of bureaucracy was impossible to navigate on their own. Feeling unwelcome, many LEP families walked away from shelters and disaster recovery centers upset, confused, and without the assistance that they desperately needed.⁶⁴ One New Orleans attorney recounted that a Vietnamese small business owner called FEMA for assistance but was told to “call back when he could speak English.”⁶⁵ Where efforts were made to provide information in Spanish, the efforts were at times incompetent. In the course of trying to help immigrant evacuees gain access to relief services, Timothy Barr, who coordinated relief services for the Mennonite Central Committee in Houston, called the local workforce employment agency, which had received FEMA funding. According to Barr, “I called in as a Spanish speaker and got a horribly garbled recording...The Spanish was so poor that I doubt a native Spanish speaker could have understood it.”

The failure to provide effective language assistance to individuals in need of disaster assistance runs contrary to the spirit and, in many cases, the law of Title VI of the Civil Rights Act of 1964,⁶⁶ which obliges the programs receiving federal financial assistance⁶⁷ to take reasonable steps to provide LEP persons with meaningful access to their programs, activities, and services. In addition, in 2000 the White House issued Presidential Executive Order 13166 “to improve access to federally conducted and federally assisted programs and activities for persons who, as a result of national origin, are limited in their English proficiency.”⁶⁸ The Executive Order requires that federal agencies work to ensure that federally funded programs provide meaningful access to LEP applicants and beneficiaries.⁶⁹ It also directs federal agencies to examine the services they conduct, identify any need for services among those with limited English proficiency, and develop and implement a plan to provide those services to ensure that LEP persons have meaningful access to them.

In light of the problems witnessed in Katrina and other disasters, the Post-Katrina Emergency Management Reform Act of 2006 included provisions specifically requiring FEMA to work in coordination with state and local governments to identify LEP population groups and take such groups into account in the disaster planning process; ensure that information is made available in formats that can be understood by people with limited English proficiency, disabilities, or special needs; and develop and maintain a clearinghouse of information about model language assistance programs and best practices for state and local governments to consider in providing disaster services.⁷⁰

Recommendations

To protect the health and safety of all communities in times of disaster, and to ensure that emergency preparedness services adhere to legal obligations, FEMA should comply with the directives of Executive Order 13166 by implementing a language assistance plan for its federally conducted activities and establishing policy guidance on providing LEP persons with meaningful access to programs receiving federal financial assistance from FEMA. Under the terms of the Executive Order, such plans and guidance were to be developed within 120 days of the order's publication [in 2000]. Numerous other federal agencies have published plans and guidelines;⁷¹ FEMA has not. This raises serious questions regarding the agency's seriousness of purpose. In conformity with Department of Justice guidance, FEMA LEP policy guidance should include: analysis of the extent of obligations to serve LEP communities; standards for translation of documents and the use of interpreters; plans for training government agency staff; the role of partnerships with community-based organizations; and identification of offices carrying out language access plans. Other agencies providing disaster assistance, governmental and nongovernmental alike, should similarly develop their own language assistance plans.

Vital written materials, such as all-hazards emergency preparedness guides and disaster preparedness brochures, should be translated in advance into any languages frequently encountered within affected communities. The availability of information in languages other than English should be communicated effectively to LEP communities.

To be most effective, foreign language materials should not be mere literal translations of materials intended for English-speaking U.S. citizens. They should

*take into account the particular concerns of immigrant and LEP communities. They should demonstrate cultural competence by reflecting understanding of specific cultural taboos and mores, and they should address issues such as apprehension over using government services and skepticism about whether such services will be linguistically accessible.*⁷²

Translated materials should be made available on the Internet. For example, New York's Office of Emergency Management has made its "Ready New York" emergency preparedness documents available on the Internet in eleven languages. The availability of such resources should be publicized to immigrant communities through proven outreach strategies such as press releases to ethnic media.

*However, translated materials should also be distributed in non-Web formats, such as brochures, picture books, and pocket guides. As a recent study notes, "Unfortunately, many racial/ethnic groups might not benefit from [Web] resources because of limited access to the Internet and limited skills to navigate complex Web-based systems predominately in English."*⁷³

To effectively protect LEP households, state and local governments must include explicit procedures within their emergency operating plans to distribute emergency-related communications in languages other than English. These procedures should identify the person(s) responsible for distribution, the relevant languages, and the full range of media outlets to be targeted. Susan Clifford, Senior Public Health Educator at the Orange County, North Carolina, Health Department emphasized the importance of ensuring that critical information is distributed through as many different media outlets as possible, noting, "We use newspapers, radio, and television so that everyone gets the message, including people who are not fully literate in their own language."

*Providers of disaster assistance services must be trained in the policies and procedures established to ensure meaningful access to LEP persons.*⁷⁴ Policies should ensure that competent interpreting and translating services are in place and mobilized to assist LEP individuals to access post-disaster services. Staff having contact with the public should be trained to work effectively with interpreters who are in turn trained to assist LEP households seeking services both over the phone and in person. Application forms and procedures should ask applicants at the beginning what their preferred language is, and agencies should have immediate procedures in place for accommodating language needs.

Interpreters should participate in training exercises, disaster simulations, and assessment modules to ensure that they will function as expected. Cyndi Nguyen, Executive Director of Vietnamese Initiatives in Economic Training (VIET), took part in the two-day Hurricane Alicia preparedness exercises held in New Orleans in May 2006. At one point, she acted as a hurricane victim who spoke only Vietnamese, only to be told that no one involved in the exercise was qualified to serve as a Vietnamese interpreter. As Nguyen put it, “We need to be honest with each other if this is going to work...Drills need to have the interpreters at the exercises so that we can model reality.”

In order to help programs receiving federal funding to meet their obligations under Title VI, the Department of Justice maintains a useful Web site,⁷⁵ which functions as an informational clearinghouse. Governmental and nongovernmental entities engaged in disaster planning should review and utilize these online resources, beginning with the “Language Assistance Self-Assessment and Planning Tool for Recipients of Federal Financial Assistance.”⁷⁶ This tool, which includes detailed questions, checklists, and recommendations for self-assessment and planning, can serve as a useful point of departure to ensure that LEP households can access services.

To further explore the legal requirements of Title VI of the Civil Rights Act, examine the Title VI Legal Manual offered by the Department of Justice at <http://www.usdoj.gov/crt/cor/coord/vimannual.htm>.

Barriers that Impede Access to Government Benefits and Services

Overview

It is sometimes said that major disasters serve as a reminder of the importance of having a well functioning government support system in place to assist individuals who experience hardship. When a disaster uproots families from their homes, employment, and personal support systems, a predictable surge in demand for public benefits ensues. These critical services range from emergency provisions to more sustained assistance in securing food, housing, health care, and other necessities. The ability of governments to marshal the resources necessary to

help in recovery efforts and ensure that assistance reaches the people in need is a major factor in judging the effectiveness of governments' response to disaster.

Among the survivors of the Gulf Coast hurricanes were tens of thousands of low-income immigrants and refugees who faced particular barriers to securing critical benefits. Like other survivors, they lost family members, jobs, homes, possessions, and the documents they needed to secure critical assistance. In addition, many immigrants—including persons who have lived in the U.S. lawfully for years—faced barriers to securing the services needed due to immigration-related restrictions in benefits programs, impairing their ability to resume healthy and productive lives.

Short-term, noncash emergency assistance is, by law, available to disaster survivors without regard to citizenship or immigration status. When a major disaster strikes an area, FEMA provides such assistance in the form of warnings, evacuation, transportation, emergency medical care, crisis counseling, and emergency shelter. However, the Red Cross, VOADs, and other nonprofits are free to provide disaster victims with unrestricted assistance,⁷⁷ including cash grants to help with immediate expenses, regardless of one's immigration status.⁷⁸

Unfortunately, many immigrant victims of Katrina avoided FEMA and other government agencies because they incorrectly assumed that they were not eligible for government assistance and received no information to the contrary. Even when individuals were fully eligible for disaster assistance, a lack of awareness and community misperceptions regarding the rules served to exclude immigrants from seeking services. Van Huynh, Relief Coordinator for the Vietnamese Community of Houston, which assisted many refugees and asylees who were eligible not only for emergency assistance but also for longer-term public benefits, noted, "The Vietnamese community is not afraid of the government. We trust the government, but many people think that the government does not have services for them."

The byzantine complexity of the eligibility rules governing programs that extend beyond noncash emergency services contributes to confusion and misunderstanding among disaster victims and the agencies that assist them. A wide range of federal public benefits—including those that target disaster recovery (cash grants, disaster unemployment insurance, rental assistance, loans) and safety-net programs available more generally to low-income individuals (food

stamps, Temporary Assistance for Needy Families (TANF), Medicaid, subsidized housing)—are foreclosed not only to undocumented immigrants but also to many categories of lawfully present immigrants. These longer-term programs are available only to a subset of immigrants classified in the federal welfare law as “qualified” immigrants.⁷⁹ In some programs, such as food stamps, even “qualified” immigrants may be barred from participation during their first five years in qualified status.⁸⁰

Perhaps these restrictions are too complex for agencies administering assistance to digest. A flyer distributed by the American Red Cross to individuals seeking shelter in the weeks after Hurricane Katrina listed a number of “FEMA Worker Camps” designated as open for “United States of America citizens only,” based on information FEMA had provided to the Red Cross. Short-term shelter provided by FEMA is supposed to be available to evacuees regardless of their status. Even if the shelter were considered a longer-term “federal public benefit,” the dividing line for eligibility would be between “qualified” and “not qualified” immigrants, not U.S. citizens and noncitizens.⁸¹

Although various bills introduced in Congress would have loosened some of the restrictions barring immigrant survivors of Hurricane Katrina from obtaining needed benefits beyond the initial emergency period, the most significant legislation failed to pass. The Hurricane Katrina Food Assistance Relief Act of 2005 would have provided a modest increase to the monthly food stamp allotment and would have raised the program’s income eligibility limit. The bill would have also ensured that lawfully present immigrants are not denied food stamps due to the convoluted eligibility rules normally governing the food stamp program. Newly eligible immigrants would have included legally present but “not qualified” immigrants, such as the tens of thousands of Honduran immigrants lawfully residing in the region for years under temporary protected status, and adults who had held a “qualified” immigrant status for less than five years.⁸²

Another important piece of legislation, the Emergency Health Care Relief Act of 2005, would have provided immediate medical coverage to low-income survivors, including childless adults and other persons who do not meet Medicaid’s strict resource, “categorical eligibility,” or state residency rules, or who may have had trouble documenting their income. It also would have afforded states with full federal funding for this coverage, relaxed verification requirements, and utilized a simplified one-page application form. Given the strong bipartisan sponsorship of

CASE STUDY:**NEW YORK AFTER 9/11**

In the aftermath of 9/11, policymakers and public officials recognized the critical importance of protecting the health and safety of New York City residents and understood that access to health care for those who needed it most was impaired by a host of obstacles: the displacement of many New Yorkers from their homes and places of employment; severe disruption of transportation and telecommunication; and loss of communication lines needed to access the normal Medicaid computer management system. Working in partnership with the federal government, the Department of Health quickly implemented Disaster Relief Medicaid, a time-limited program aimed at meeting the health needs of low-income New Yorkers in a time of crisis. Using a “presumptive eligibility” approach by which a preliminary determination of eligibility is simply based on the applicants’ own declaration of need, DRM provided four months of Medicaid benefits to individuals who completed a simplified, one-page application. The application made no inquiries regarding immigration status but required applicants to provide a Social Security number.⁸⁵

the Medicaid bill and the fact that it was modeled in part on the Disaster Relief Medicaid (DRM) program implemented by New York State following 9/11, the prospect for passage initially seemed strong. However, the bill stalled due to objections raised by a few Republican senators regarding its cost, as well as a lack of support from the White House.⁸³

The consequences of the governments’ failure to respond more robustly to the health needs of hurricane victims extend far beyond immigrants. In the months following Hurricane Katrina, an alarmingly high incidence of health problems was experienced by storm victims lacking health insurance. The problem was not an inability to connect survivors

with government programs but rather a failure to ensure universal health coverage to low-income survivors; even among families living in FEMA-subsidized community settings, 44% of caregivers surveyed reported that they did not have health insurance, although nearly half had at least one chronic medical condition. A substantial number of them indicated that they lost their insurance when they had lost their jobs subsequent to the storm. Ten percent of children were uninsured, and 34% of all children had at least one diagnosed chronic medical condition.⁸⁴

Eighty-five percent of families headed by an immigrant include at least one U.S. citizen child.⁸⁶ In theory, the federal government is committed to ensuring that all eligible individuals, including U.S. citizen children of ineligible immigrants, have access to short- and long-term disaster assistance. Ineligible parents therefore are authorized to apply for assistance on behalf of an eligible child. A FEMA publication targeted at undocumented immigrants says, “You will not be

personally eligible for FEMA cash assistance programs...You may, however, apply on behalf of your U.S. citizen child, or another adult household member may qualify the household for assistance.”⁸⁷

However, the final page of the FEMA application form includes a chilling waiver for parents who have included their identification information on the application:

I understand that, the information provided regarding my application for FEMA disaster assistance may be subject to sharing within the Department of Homeland Security (DHS) including, but not limited to, the Bureau of Immigration and Custom Enforcement [sic].⁸⁸

Like requests for green cards or Social Security numbers, even small print statements such as this can deter parents from seeking the assistance that is promised to their eligible family members. One undocumented father of three U.S.-born children debated for two weeks whether to apply for the cash grant on behalf of his children. Even providing his children’s Social Security numbers seemed too great a risk, given the possible consequences of detection by the immigration authorities. “I was scared of being thrown in jail, of being deported,” he said, “and I feared I would have to abandon my family.”⁸⁹

Recommendations

Public programs that assist low-income disaster survivors in meeting basic necessities, such as nutrition assistance, housing, and medical care, should be made available to all victims for at least a temporary period, regardless of status. Disasters do not discriminate, nor should the government in providing assistance to disaster survivors who are trying to get back on their feet. Major disasters shatter lives in ways that can require recovery periods extending well beyond the initial emergency.

At a minimum, essential public benefits should be made available to victims of disaster who are lawfully present in the U.S.⁹⁰ If the federal government is unwilling to take this step, state governments should exercise their prerogative to utilize state funds to deliver this assistance to all persons who critically need it. Even if an immigrant’s status is viewed as relevant in determining whether to provide services on an ongoing basis, there is no rational justification for restricting disaster-related services to the limited range of immigrant categories ordinarily eligible for benefits, such as those who have held their “qualified” status

for more than five years. The primary rationale offered to justify the five-year bar for “qualified” immigrants is that it discourages individuals from coming to the U.S. with plans to immediately begin receiving public benefits. Regardless of whether this rationale has any sound basis, it would certainly not apply to benefits provided in the aftermath of a catastrophe. No person plans to immigrate in order to experience a disaster, lose the ability to support him or herself, and become dependent on assistance in order to survive. Currently, about half of the states provide critical cash, medical, or nutrition assistance through look-alike programs to at least some immigrants who are ineligible for federally funded assistance.⁹¹

*Agencies at all levels should become familiar with the rules governing immigrant eligibility for disaster-related benefits and services.*⁹² This is an area in which misinformation abounds and misunderstandings cause unnecessary suffering and anxiety.

*Agencies assisting disaster victims should familiarize themselves with the rules regarding public charge so they can provide appropriate reassurance to victims.*⁹³ *During recovery periods, the federal government should reiterate that use of disaster-related assistance will not carry public charge implications.* Even when immigrants understand that they or their family members are eligible to receive public benefits, they often are reluctant to use benefits because they fear that doing so could make them a public charge, thus affecting their ability to become lawfully permanent residents in the future. Even though emergency disaster relief is not considered as part of the public charge determination, many immigrants remain concerned about public charge.

Government agencies providing disaster benefits should examine their applications to ensure that they do not intimidate parents into not applying for benefits on behalf of their eligible children. The federal government has offered helpful guidance to states regarding applications for nondisaster benefits, directing that “states should make clear statements about the use and confidentiality of personal information collected through the eligibility process, including [Social Security numbers] and immigration status, in order to address directly the fears of immigrant families.”⁹⁴ FEMA should similarly follow this advice and promptly remove the language on its application for benefits requiring persons to agree that the information provided may be shared with ICE; FEMA should likewise establish a clear policy of confidentiality regarding information submitted by persons applying on behalf of their children or other household

members. Even for noncitizens who apply to receive benefits on their own behalf, applications should make clear that information will be shared with DHS only in order to determine the applicant's eligibility for benefits through USCIS' verification system and that such information shall not be used by ICE for immigration enforcement purposes unless a criminal violation is involved.⁹⁵

Notices, brochures, and applications should communicate clearly in plain language which family members need to provide immigration status information and Social Security numbers and for what purpose. Given the confusion in immigrant communities about eligibility for services and the fears in mixed-status households of consequences for seeking help, it is imperative that service providers not only repair frightening messages but also ensure that all their messaging is clear, consistent, and welcoming. Consistent information should be provided across all formats, such as print, online, and over the airwaves.

Federal agencies coordinating in the development of the new Disaster Assistance Improvement Program (DAIP)⁹⁶ must be especially vigilant in ensuring that the new online disaster benefits portal does not exclude immigrants from securing benefits for which they are eligible. New materials developed to promote DAIP should be written with the needs of immigrant families in mind.

For examples of messages states have developed to ameliorate immigrant family concerns about seeking needed assistance, see "Promising Practices on Application Forms," compiled by the Office for Civil Rights of the U.S. Department of Health and Human Services, at <http://hhs.gov/ocr/nationalorigin/electpromise.html>; see also an additional resource, "Promising Practices Packet: Community Education And Outreach Materials Promoting Immigrant Access," at <http://hhs.gov/ocr/nationalorigin/promiseoutreach.html>.

IV. Conclusion

If our nation strives to protect overall public health and safety during and after a disaster, it is critical that disaster relief agencies, community organizations, and the government work in concert to assure that all members of the affected community heed warnings, comply with instructions, and seek needed assistance.

Drawing from the experience of Hurricane Katrina and other disasters, this paper has offered several recommendations aimed at overcoming particular obstacles that have undermined participation by immigrants and other communities with limited English proficiency in disaster preparedness and response. In essence, they are suggestions for cultivating understanding, trust, and cooperation. In fact, whether or not a particular practice fosters understanding, trust, and cooperation is a good litmus test for agencies seeking to improve the disaster preparedness and response work they do with immigrants.

Given the intense anxiety currently prevalent within many immigrant communities in the U.S. and the country's poor performance in addressing immigrant concerns during recent disasters, disaster relief agencies, community organizations, and the government at all levels must work especially hard to overcome a deterioration of confidence. As the emergency management coordinator for one county in south Texas recognized, "We've already lost a lot of the public's trust."⁹⁷ Unless bold steps are taken to restore trust, future disasters could result in grave human tragedy, public health catastrophes, and national embarrassment, particularly if the disaster is a pandemic or bioterrorist attack. Fortunately, concrete steps can be taken to foster understanding, trust, and cooperation among immigrant and LEP communities. These steps can better ensure that everyone in an impacted area can participate in response efforts, allowing communities to rebuild and regain their collective strength together.

Endnotes

- 1 This paper by the National Immigration Law Center (NILC) stems from interviews conducted by Brett Murphy, a Bill Emerson Congressional Hunger Fellow hosted by NILC. Jonathan Blazer, a NILC public benefits policy attorney, and Brett Murphy authored the paper. Editorial assistance was provided by Tanya Broder, Eduardo Cusicanqui, Richard Irwin, Elizabeth Light, Grisella Martinez, Gregory Wersching, and Dinah Wiley. The authors wish to particularly acknowledge the feedback and assistance provided by Melissa Crow and the generosity of the Open Society Institute, which supported NILC's engagement in Gulf Coast recovery work.
- 2 See the special American Community Survey Report on the 117 "disaster counties" designated by FEMA as eligible to receive "individual and public assistance," www.census.gov/acs/www/Products/Profiles/gulf_coast/index.htm.
- 3 Diego Cevallos, "U.S.: Thousands of Latin American Immigrants among Katrina's Victims," Inter Press Service, Sept. 5, 2005, <http://ipsnews.net/interna.asp?idnews=30150>.
- 4 The 2000 U.S. Census, which is commonly recognized to undercount immigrant and limited-English-proficient communities, recorded 32,523 Asians living in New Orleans and surrounding parishes. For additional demographic data regarding Asian immigrants affected by Katrina, see Tuyet G. Duong and Juliet K Choi, *Hurricane Katrina: Models for Effective Emergency Response in the Asian American Community* (Washington, DC: Asian American Justice Center, 2007), <http://www.advancingequality.org/attachments/files/34/KatrinawriteupFINAL.pdf>.
- 5 Unless otherwise specified, these interviews are the sources of any other quotations or profiles that follow. Organizational affiliations are identified according to the positions held at the time of the incidents reported.
- 6 This paper focuses principally on lessons learned from how immigrant and LEP survivors fared during the Gulf Coast hurricanes. It does not address other important issues such as the treatment of workers involved in the reconstruction effort. For a comprehensive report based on over 700 interviews of Black, Latino, Asian, Native American, and White workers, see Judith Brown-Dianis, Jennifer Lai, Marielena Hincapié, and Saket Soni, *And Injustice for All: Workers' Lives in the Reconstruction* (Los Angeles, CA: National Immigration Law Center, July 2006), www.nilc.org/disaster_assistance/workersreport_2006-7-17.pdf.
- 7 Vulnerability analyses are created by assessing various risk factors for particular communities, such as susceptibility to flooding and fires. These analyses are supposed to

reflect both the risk that a specific area will be affected by disasters and the capacity of those areas to respond to disasters.

- 8 NVOAD is a coordinating body that supports a network of 34 national member organizations by providing a framework for information sharing and cooperation. It also supports more than 50 state and territorial Voluntary Organizations Active in Disaster (VOADs) and an increasing number of local VOADs. Information about its membership, as well as contact information, can be found at www.nvoad.org/members.php.
- 9 36 U.S.C. §300101 et seq.
- 10 See Lourdes Baezconde-Garbanati et al., “Maximizing Participation of Hispanic Community-Based/NonGovernmental Organizations (NGOs) in Emergency Preparedness,” *International Quarterly of Community Health Education* 24, no. 4 (2005–06): 289, 291, citing R. D. Lasker, *Redefining Readiness* (Albany, NY: Center for Public Health Preparedness, 2004). See also Olivia Carter-Pokras, et al., “Emergency Preparedness: Knowledge and Perceptions of Latin American Immigrants,” *Journal of Health Care for the Poor and Underserved* 18, no. 2 (May 2007): 465–81.
- 11 Baezconde-Garbanati et al., “Maximizing Participation.”
- 12 See Memorandum, “The Impact of Hurricanes Katrina and Rita on Immigrants and Refugees in the Gulf Coast” (Sebastopol, CA: Grantmakers Concerned with Immigrants and Refugees, October 6, 2005), 3, www.gcir.org/system/files/2005-10-26_Hurricanes_Immigrants_Refugees.pdf.
- 13 See Doung and Choi, *Hurricane Katrina*, 7-8.
- 14 A disaster recovery center is a facility or mobile office where disaster victims may go for information about FEMA and other disaster assistance programs.
- 15 See Tony Pipa, *Weathering the Storm: The Role of Local Nonprofits in the Hurricane Katrina Relief Effort* (Washington, DC: The Aspen Institute, 2006), www.nonprofitresearch.org/usr_doc/Nonprofits_and_Katrina.pdf.
- 16 Baezconde-Garbanati et al., “Maximizing Participation.”
- 17 Carter-Pokras et al., “Emergency Preparedness,” 466, citing Stanford L. Bolin on the 1994 Northridge, California earthquake: “Studies of earthquakes in California suggest that poor Latinos, undocumented immigrants, and monolingual ethnic groups are among the groups that encounter the most problems in acquiring resources and recovering.”

- 18 See Julia Preston, "Facing Deportation but Clinging to Life in the U.S.," *New York Times*, Jan. 18, 2008.
- 19 Carter-Pokras et al., "Emergency Preparedness," 471.
- 20 DHS has undertaken multiple initiatives aimed at increasing immigration enforcement at the border and in the interior, including widespread raids at worksites and places of residence. For example, DHS reports that it deported 280,000 people during the most recent fiscal year (a 44% jump from the previous fiscal year). See DHS Secretary Michael Chertoff, testimony before the House Committee on the Judiciary, March 5, 2008.
- 21 According to the National Conference of State Legislatures, over 1,400 immigration-related bills were introduced in state legislatures in 2007, the vast majority of which sought to tighten control on immigration by assisting in the apprehension of undocumented immigrants or by restricting immigrants' access to jobs and public services. See www.ncsl.org/programs/immig/2007/ImmigrationUpdate.htm.
- 22 See Udi Ofer, *Testimony: Proliferation of Local Anti-Immigrant Ordinances in the United States*, before Jorge Bustamante, United Nations Special Rapporteur on the Human Rights of Migrants, May 12, 2007, www.nyclu.org/node/1006.
- 23 See San Diego Immigrants Rights Consortium (SDIRC) et al., *Firestorm: The Treatment of Vulnerable Populations During the San Diego Fires* (San Diego, CA: SDIRC, November 2007), www.aclusandiego.org/article_downloads/000325/Final%20Report%20%20Firestorm%2011-07.pdf and American Friends Service Committee (AFSC), *The State of Civil and Human Rights for Migrant Communities in San Diego County During the Firestorms of October 2007* (San Diego, CA: AFSC, October 2007), www.aclusandiego.org/article_downloads/000325/AFSC-Preliminary-Report-SD-FiresFINAL.pdf.
- 24 Federal Emergency Management Agency, "Storm Victims Urged to Come Forward for Emergency Aid Regardless of Immigration Status," news release, August 18, 2004, www.fema.gov/news/newsrelease.fema?id=13447.
- 25 James Ziglar, then commissioner of the Immigration and Naturalization Service (INS), issued a written statement that he repeated in a news conference, stating in relevant part, "We have heard disturbing reports that some people whose loved ones are missing have not come forward because of immigration issues. We cannot let that happen. It is crucial that local authorities get the help they need in identifying victims and the missing. I want to personally urge the immigrant community to come forward, and assure everyone that INS

will not seek immigration status information provided to local authorities in the rescue and recovery efforts.” George Weissinger, *Law Enforcement and the INS* (Lanham, MD: University Press of America, 2005), 141.

- 26 The Congressional Asian Pacific American Caucus, the Congressional Hispanic Caucus, and 15 senators sent letters to DHS Secretary Chertoff requesting that DHS make it clear that information gathered in the course of providing emergency assistance to victims of the Gulf Coast hurricanes would not be turned over to immigration enforcement authorities.
27. Elena Shore, “Katrina Victims Denied Aid and Face Deportation,” *New America Media*, September 28, 2005, http://news.ncmonline.com/news/view_article.html?article_id=69b9752a0c82041c78788e4390506983.
- 28 Bethany Spicher Schonberg, “Immigrants Find No Safe Haven after Katrina” (Akron, PA: Mennonite Central Committee, October 3, 2005), <http://mcc.org/katrina/news/2005-Oct-03>.
- 29 Suzanne Gambora, “Handful of Katrina Victims in Deportation,” *Associated Press*, September 19, 2005.
- 30 Interview with Vicky Cintra, Mississippi Immigrants Rights Alliance.
- 31 Chad Terhune and Evan Perez, “Roundup of Immigrants in Shelter Reveals Rising Tensions,” *The Wall Street Journal*, October 3, 2005.
- 32 The information regarding D’Iberville is based on telephone discussions in October 2005 between Jonathan Blazer of NILC and Vicky Cintra, Mississippi Immigrant Rights Alliance; Nilo Cervantes; and Luis Garcia, Director of Field operations for southern Mississippi, Red Cross. See also Chris Arnold, “Profile: Who Gets to Stay at Red Cross Shelters?” *National Public Radio*, October 9, 2005.
- 33 See Lynn Brezosky, “U.S. Citizenship to Be Checked in Event of a Storm,” *San Antonio Express-News*, May 15, 2008.
- 34 Rick Jervis, “Immigrants Face Hurricane Dilemma,” *USA Today*, June 2, 2008, http://www.usatoday.com/news/nation/2008-06-02-borderevac_N.htm.
- 35 National Council of La Raza, “Civil Rights Organizations Concerned about the Border Patrol’s Role in Evacuation Efforts During Emergency Situations,” news release, May 22, 2008, www.nclr.org/content/news/detail/52081.
- 36 Christopher Sherman, “Evacuees’ Papers Won’t be Checked,” *Associated Press*, May 22, 2008, www.star-telegram.com/state_news/story/658283.html.

- 37 “Vitiello Pens Open Letter about Border Partol’s Hurricane Evacuation Work,” *Rio Grande Guardian*, May 20, 2008, http://www.riograndeguardian.com/archives_results.asp (accessed June 24, 2008).
- 38 Jervis, “Immigrants Face Hurricane Dilemma.”
- 39 “Civil Rights Groups Slam Proposal to Check for Citizenship Documents During Hurricane Evacuation,” *Rio Grande Guardian*, May 23, 2008, www.riograndeguardian.com/archives_results.asp (accessed June 24, 2008).
- 40 The full statement can be found at www.aapcho.org/altruesite/files/aapcho/EP/Red_CrossImpartiality_of_Disaster_Relief_Services_10-2005.pdf.
- 41 SDIRC, *Firestorm*, 9-12.
- 42 Brennan Center for Justice, *Citizens without Proof* (New York, NY: New York University, November 2006), www.brennancenter.org/page/-/d/download_file_39242.pdf.
- 43 In addition to ID checks at the major shelters, the sheriff’s department, National Guard, Border Patrol, and U.S. Marshals set up checkpoints in areas in which evacuation orders had recently been lifted. The intent was to ensure that reentry to the areas was limited to those persons previously residing in the area. See *Firestorm*, 19-21.
- 44 New York Immigration Coalition, *Proposals to Address the Unmet Needs of Immigrant Victims of the September 11th Disaster* (New York, NY: New York Immigration Coalition, 2002).
- 45 Immigration and Nationality Act §287(g).
- 46 ICE ACCESS is an umbrella of services and programs connecting ICE with local law enforcement officers. See <http://www.ice.gov/access/>
- 47 A Government Accountability Office (GAO) report notes that after Katrina and Rita, “In addition to providing disaster food stamps to hurricane victims in the disaster-affected states, USDA—for the first time ever—adopted a policy of providing disaster food stamps to evacuees nationwide. Usually disaster food stamps are available only in areas where the disaster occurred. This new policy authorized states across the country to provide the maximum monthly food stamp benefits to Katrina victims for up to three months. Seventeen states, including the four hurricane-affected states—Alabama, Louisiana, Mississippi, and Texas—issued disaster food stamps to evacuees.” Report to Congressional Committees, *Hurricanes Katrina and Rita: Federal Action Could Enhance Preparedness of Certain State*

- Administered Federal Support Program*. Conducted by the GAO. Washington, DC, February 2007, www.gao.gov/new.items/d07219.pdf, 13.
- 48 See, for example, the Effective Disaster Assistance Act (AB 2327), a bill under consideration by the California Legislature, at http://info.sen.ca.gov/pub/07-08/bill/asm/ab_23012350/ab_2327_bill_20080417_amended_asm_v97.pdf.
- 49 For a more detailed discussion of these issues, see Ruth Ellen Wasem, *Hurricane Katrina-Related Immigration Issues and Legislation*. Conducted by the Congressional Research Service. Washington, DC, 2005, <http://fpc.state.gov/documents/organization/53687.pdf>.
- 50 See USA Patriot Act of 2001, PL 107-56, §§421-428.
- 51 Stewart Baker, an assistant DHS secretary, explained, "These families share an experience with the American people that is among the most significant in American history." Families of victims were able to apply for assistance from the Victim Compensation Fund, which provided payment of \$875,000 or more per victim, regardless of the immigration status of the victim or family. Eleven undocumented immigrants were reported to have been killed in the attacks. Julia Preston, "Steps Set for Kin of 9/11 Victims to Stay in the U.S.," *New York Times*, April 25, 2008, B1.
- 52 The Immigration Relief for Hurricane Katrina Victims Act of 2005 (H.R. 3827).
- 53 The Comprehensive Immigration Reform Act of 2006 (S. 2611).
- 54 These recommendations can be found at www.nilc.org/disaster_assistance/katrina_relief_091905.pdf.
- 55 See Eds. James P. Smith and Barry Edmonston, "The New Americans" (Washington, DC: National Research Council, 1997), 377, http://www.nap.edu/catalog.php?record_id=5779#toc.
- 56 Some of these limited-English-proficient individuals are not immigrants but native-born citizens, such as individuals from Puerto Rico.
- 57 Carol Simon, *Public Health Workbook to Define, Locate and Reach Special, Vulnerable and At-Risk Populations in an Emergency* (draft, Centers for Disease Control and Prevention, 2007) www.bt.cdc.gov/workbook.
- 58 Uyen Le, *The Invisible Tide: Vietnamese Americans in Biloxi, MS: An Update One Year After Hurricane Katrina* (Silver Spring, MD: National Alliance of Vietnamese American Service Agencies, 2006).

- 59 Brenda Muñiz, *In the Eye of the Storm: How the Government and Private Response to Hurricane Katrina Failed Latinos* (Washington, DC: National Council of La Raza, 2006), 5.
- 60 Ibid.
- 61 Duong and Choi, *Hurricane Katrina*, 7. See Duong and Choi for examples of the pervasive language access problems experienced by LEP hurricane survivors who spoke Asian languages.
- 62 Interview with Vicky Cintra
- 63 Muñiz, *In the Eye of the Storm*, 5.
- 64 Elena Shore, “Katrina Victims Denied Aid and Face Deportation,” *New America Media*, September 28, 2005.
- 65 Interview between Melissa Crow of NILC and an attorney who did not authorize that his or her name be identified.
- 66 42 U.S.C. §2000d et seq. Title VI prohibits discrimination on the basis of race, color, religion, national origin, and sex in the delivery of services. Title VI’s prohibition against national origin discrimination has been interpreted to cover conduct disproportionately affecting LEP individuals. The failure to take reasonable steps to provide LEP individuals with language services needed to ensure their participation in federally funded services has been interpreted to be a violation of Title VI. See *Lau v. Nichols*, 414 U.S. 563 (1974); and Department of Justice, “Guidance to Federal Financial Assistance Recipients Regarding Title VI Prohibition Against National Origin Discrimination Affecting Limited English Proficient Persons.” *Federal Register* 67, no. 41,455 (2002).
- 67 Federal financial assistance is defined broadly and includes grants, training, use of equipment, donations of surplus property, and other assistance (ibid.).
- 68 Executive Order 13166, *Federal Register* 65, no. 50,121 (August 16, 2000). This executive order issued by President Clinton was reaffirmed by the Bush Administration. See Ralph Boyd, Jr., “Tools to Ensure Implementation and Understanding of Executive Order 13166 (Improving Access to Services for Persons with Limited English Proficiency)” (memorandum, November 12, 2002), <http://www.justice.gov/crt/about/cor/lep/BoydNov122002memo.pdf>
- 69 These steps include utilization of translation to facilitate the understanding of written materials and bilingual personnel or interpreters to facilitate oral communication.
- 70 42 U.S.C. §5196f.

- 71 See http://www.lep.gov/guidance/guidance_index.html.
- 72 Dennis Andrulis, Nadia Siddiqui, and Jenna Gantner, "Preparing Racially and Ethnically Diverse Communities for Public Health Emergencies," *Health Affairs* 26, no.5 (2007): 1272.
- 73 Ibid.
- 74 A bill under consideration in the California state legislature (AB 1930) requires, among other things, that the State Director of Emergency Services utilizes a registry of qualified bilingual persons in public contact positions to assist with emergency preparedness, response, and recovery. See http://info.sen.ca.gov/pub/0708/bill/asm/ab_19011950/ab_1930_bill_20080506_amended_asm_v97.pdf.
- 75 The web site, www.lep.gov, is called "Limited English Proficiency, A Federal Interagency Website."
- 76 Additional information can be found at <http://www.lep.gov/selfassesstool.htm>.
- 77 Nonprofit charitable organizations are not required to determine, verify, or otherwise require proof of eligibility of any applicant for benefits that are otherwise restricted for many immigrants under the 1996 welfare law. See 8 U.S.C. §1642(d)
- 78 For a fact sheet providing a more detailed overview of the rules, see *Immigrant Eligibility for Disaster Assistance* (Washington, DC: American Red Cross, 2007), www.nilc.org/ce/nilc/disasterassist_immeligibility_2007-06.pdf. See also by Alison Siskin, "Noncitizen Eligibility for Disaster-Related Assistance" (memorandum, February 15, 2002), <http://65.36.162.215/files/nda.pdf>.
- 79 "Qualified" immigrants include: 1) lawful permanent residents ("green card" holders); 2) refugees, asylees, and persons granted withholding of deportation or removal; 3) persons paroled into the U.S. for at least one year; 4) Cuban/Haitian entrants; and 5) certain victims of domestic violence who have a pending or approved visa petition filed by a spouse or parent, a self-petition under the Violence Against Women Act (VAWA), or an application for suspension of deportation/removal under VAWA. Victims of trafficking, although technically not classified as "qualified" immigrants, are eligible for benefits to the same extent as refugees.
- 80 For an overview of these and other rules governing immigrant eligibility for public benefits, see Tanya Broder, "Immigrant Eligibility for Public Benefits," *Immigration and Nationality Law Handbook*, 2005–06 edition (Washington, DC: American Immigration Lawyers

- Association, 2005-2006),
www.nilc.org/immspbs/special/imm_elig_for_pub_bens_aila_0305.pdf.
- 81 “FEMA Worker Camps,” October 10, 2005 (flyer on file with the National Immigration Law Center). During and after the crisis, NILC sought an explanation from DHS as to why some shelters had been designated by FEMA as citizen-only, raising this issue twice with DHS’ Officer for Civil Rights and Civil Liberties. No explanation was provided.
- 82 See Jonathan Blazer, “Hurricane Relief Benefit Proposals Stall in Congress as Federal Agencies Flex to Meet Needs of Survivors,” *Immigrants’ Rights Update* 19, no. 6 (October 21, 2005), 2-3, www.nilc.org/disaster_assistance/IRU6-05.pdf.
- 83 Ibid.
- 84 See David Abramson and Richard Garfield, *On the Edge: Children and Families Displaced by Hurricanes Katrina and Rita Face a Looming Medical and Mental Health Crisis* (New York, NY: Columbia University, April 2006),
www.childrenshealthfund.org/whatwedo/operation-assist/pdfs/On%20the%20Edge-L_CAFH%20Final%20Report_Columbia%20University.pdf.
- 85 See *Disaster Relief Medicaid Evaluation Project* (Ithaca, NY: Cornell University, December 2005), 11, www.health.state.ny.us/health_care/medicaid/related/docs/drm_report.pdf: “The application was simplified in recognition of the inability to use the normal computer systems, the difficulties people might have in obtaining documents from employers and institutions following the disaster, the short-term nature of the program, and the need to assist affected individuals quickly. Eligibility was determined manually and records transferred to the State Medicaid offices in Albany for computer entry.”
- 86 Michael E. Fix and Wendy Zimmerman, *All Under One Roof: Mixed-Status Families in an Era of Reform* (Washington, DC: Urban Institute, 1999), 2,
www.urban.org/UploadedPDF/409100.pdf.
- 87 Federal Emergency Management Agency, “Questions and Answers for Undocumented Immigrants Regarding FEMA Assistance,” news release, June 17, 2004,
www.fema.gov/news/newsrelease.fema?id=12562.
- 88 The application is available at www.fema.gov/pdf/assistance/process/9069B.pdf.
- 89 Edwin Garcia, “Mississippi’s Illegal Immigrants Lose Out on Aid,” *Miami Herald*, October 2, 2005, F1.
- 90 The Hurricane Katrina Food Assistance Relief Act of 2005 (S. 1643) proposed to extend the

availability of food stamps to lawfully present immigrants by treating them in the same manner as refugees and other humanitarian immigrants, who are afforded immediate access to benefits on the same terms as U.S. citizens.

- 91 See National Immigration Law Center, *Guide to Immigrant Eligibility for Federal Programs*, fourth ed. (Los Angeles, CA: National Immigration Law Center, 2002), updated tables 8-12, www.nilc.org/pubs/Guide_update.htm.
- 92 See note 93 for resources that provide an overview of the rules.
- 93 USCIS specifically designates “emergency disaster relief” as an example of benefits that will not be considered for public charge purposes. Furthermore, even in benefits programs providing ongoing assistance beyond disaster relief, only cash assistance and institutionalized, long-term medical care count as part of the determination. On these points, and for more general information on public charge, see *Questions and Answers, Public Charge (U.S. Citizenship and Immigration Services, May 25, 1999)*, www.uscis.gov/files/article/public_cqa.pdf.
- 94 Letter, Olivia Golden, Assistant Secretary, Administration for Children and Families; Nancy-Ann Min DeParle, Administrator, Health Care Financing Administration; Shirley R. Watkins, Under Secretary, Food, Nutrition, and Consumer Services; and Thomas Perez, Director, Office for Civil Rights (all agencies within the U.S. Dept. of Health and Human Services) to state and health welfare officials, “Policy Guidance Regarding Inquiries into Citizenship, Immigration Status and Social Security Numbers in State Applications for Medicaid, State Children’s Health Insurance Program (SCHIP), Temporary Assistance for Needy Families (TANF), and Food Stamp Benefits,” September 21, 2000, www.hhs.gov/ocr/immigration/triagency.html.
- 95 USCIS administers the Systematic Alien Verification for Entitlement (SAVE) system, which is utilized by many public benefits programs to verify the immigration status of benefit applicants. Information obtained by USCIS through this system may not be used for noncriminal immigration enforcement purposes. See 42 U.S.C. §1320b-7.
- 96 See www.fema.gov/about/programs/daip.
- 97 John Cavazos, Emergency Management Coordinator, Cameron County, Texas, as quoted in Jervis, “Immigrants Face Hurricane Dilemma.”

Overview

This appendix provides information sources for Spanish-language educational materials designed for use by Latino individuals and families to improve emergency preparedness and response. It identifies and describes several important sources of such materials and also provides hard copies of some sample materials, as well as website addresses for downloading these materials, usually available in both Spanish and English. The CD-ROM accompanying this Tool Kit provides electronic copies of the Spanish-language versions of all these materials.

In recent years there has been an increase in the amount of Spanish-language education material for emergency preparedness and response. A case in point is the Federal Emergency Management Agency (FEMA) “Ready” campaign and its Spanish-language counterpart, the Listo Campaign. This national initiative, which includes a variety of materials from educational brochures to public service announcements (PSAs), was prepared in partnership with the Ad Council and is distributed through print, radio, television, and the Internet. Listo.gov has received over 20 million hits, and more than 1.6 million download requests have been made for Listo materials. This appendix provides several materials from Listo.gov.

The resources provided in this appendix and on the CD-ROM were recommended by the authors of the Tool Kit and NCLR’s Disaster Advisory Group, who are knowledgeable about both disaster response and the Latino community. However, NCLR has not tested them with Hispanic community members, so cannot guarantee their effectiveness.

As described in Section 3 of this Tool Kit, one of the common problems of Spanish-language materials is that some are direct, literal translations of materials

developed originally in English. NCLR reviewed a number of such materials, and did not include them in this appendix. They often have important weaknesses that limit their value in reaching and informing Hispanics. Following are some common problems that should be avoided when choosing or preparing Spanish-language materials:

- Translations are often literal, and do not consider the need for culturally appropriate messaging.
- The reading level of materials is often too high.
- Grammatical and spelling errors are common, suggesting a lack of quality control or review by qualified translators.
- Often only the core information is translated – without detailed examples, attachments, tools, etc. This is often true on websites. This often gives the impression of less attention to and interest in the Hispanic community, and does not help build credibility or trust.

Recommended Materials and Sources

1. THE AMERICAN RED CROSS - PREPAREDNESS WEBSITE

English: www.prepare.org

Spanish: www.prepare.org/languages/spanish/spanish.htm

This website is sponsored by the American Red Cross and other community-based organizations to help families prepare for natural and human-caused disasters. The Spanish website provides on-line summary information and allows users to click on topics for more detailed information. One of the website's goals is to serve vulnerable populations: seniors, children, people with disabilities, and animal and pet owners. Preparedness materials are available in English, Spanish, and several other languages.

Most of the same Spanish-language materials are also available on the Preparedness section of the American Red Cross Spanish-language website, and are somewhat easier to find on that site:

<http://www.cruzrojaamericana.org/emergencias.asp?SN=200>.

2. CENTER FOR DISASTER AND EXTREME EVENT PREPAREDNESS (DEEP)

The DEEP Center, located within the Department of Epidemiology and Public Health, University of Miami Miller School of Medicine, conducts training, research, and service in the areas of disaster behavioral health, special populations preparedness, and disaster epidemiology. Its mission is applying

disaster science and training to maximize well-being and resilience for disaster responders and survivors.

Miami Center for Public Health Preparedness (Miami CPHP)

<http://www.deep.med.miami.edu/x18.xml>

Miami CPHP is part of a nationwide network of centers established to support preparedness efforts of state and local health departments throughout the United States, funded by the Centers for Disease Control and Prevention. Miami CPHP, which operates with the DEEP Center, is committed to excellence in citizen disaster training, public health workforce preparedness, and international programming, with a specific focus on Hispanic/Latino populations within the United States and throughout Latin America. It provides access to disaster preparedness materials and training programs for limited-English-proficient (LEP) persons. Program activities that may be of interest to emergency responders include Hispanic disaster training for public health professionals, community disaster training for Hispanics/Latinos, and a National Hispanic Collaboration for Disaster Preparedness.

The following are joint publications of these two entities, and are all free and downloadable from the website.

- a. *Disaster Preparedness Guide: Plan, Prepare, Practice and Protect*
English
Comprehensive guide for individuals and families to use in preparing for a disaster. This booklet includes various checklists of what materials to have during a disaster, provides emergency contacts for Broward and Miami regions, and identifies what people need to know after the disaster occurs.
<http://www.deep.med.miami.edu/documents/Family%20Disaster%20Plan%20final.pdf>
- b. *¿Cuando el desastre llega, estás preparado?: Preparando a la familia ante un desastre*
Spanish
A comprehensive guide for individuals and families to use in preparing for a disaster. This is the Spanish-language equivalent of entry (a.) above and provides the same kinds of information – checklists for disaster planning, emergency contacts, and information needs after a disaster occurs.
<http://www.deep.med.miami.edu/images/HispanicBookV2full.pdf>
- c. *¿Cuando el desastre llega, estás preparado?: Preparando a la familia ante un desastre*

Spanish

A PowerPoint and Trainer Manual cover how and what to teach when presenting information in the disaster preparedness guide described above. http://www.deep.med.miami.edu/media/TrainTheTrainer_7.15.06.ppt#354,16, Prepare

3. **CENTERS FOR DISEASE CONTROL AND PREVENTION (CDC)**

English: <http://emergency.cdc.gov>

Spanish: <http://emergency.cdc.gov/es>

The Centers for Disease Control and Prevention (CDC) are a part of the U.S. Department of Health and Human Services. The website contains extensive information and resources on emergency preparedness and response for natural and manmade disasters. Users of the Spanish-language website can click on topics to obtain more detailed information in Spanish.

4. **EMERGENCY AND COMMUNITY HEALTH OUTREACH (ECHO)**

<http://www.echominnesota.org>

ECHO exists to ensure that people with limited English proficiency receive life-saving health and safety information – in the language they understand best. It provides health and safety information in multiple languages by fax, phone, on television, and on the web during emergency and non-emergency times to people with limited English language skills. ECHO is a collaborative that includes public health and safety agencies across Minnesota, among them ethnic advisory organizations and nonprofit groups. It is spearheaded by Saint Paul-Ramsey County Public Health, Hennepin County Public Health Protection, the Minnesota Department of Health, and other agencies charged with public health emergency preparedness.

5. **FEDERAL EMERGENCY MANAGEMENT AGENCY (FEMA) PREPAREDNESS WEBSITE**

English: www.ready.gov

Spanish: www.listo.gov

This is a website of the Federal Emergency Management Agency, an agency of the U.S. Department of Homeland Security. Its Ready Campaign provides online materials (print and video) on emergency preparedness for families, businesses, and children, all in both Spanish and English. Materials are available to download at no cost. The Ready Kids (Listo Niños) site contains resources for parents and teachers, developed by *Scholastic Magazine*, with activities, curricula, and safety information that can be used in the classroom or at home.

6. **MEDLINE PLUS: DISASTER PREPARATION AND RECOVERY**

<http://www.nlm.nih.gov/medlineplus/disasterpreparationandrecovery.html>

This website is a service of the National Library of Medicine, which is a part of the National Institutes of Health (NIH), an agency of the U.S. Department of

Health and Human Services. It contains resources and links related to general emergency disaster information, latest news, videos, financial issues, journal articles, directories, organizations, law and policy, as well as resources for children, women, and seniors. The website includes a Spanish-language page, which provides quick links to Spanish-language materials and resources developed by a wide range of public agencies and nonprofit organizations.

7. NATIONAL RESOURCE CENTER ON ADVANCING EMERGENCY PREPAREDNESS FOR CULTURALLY DIVERSE COMMUNITIES

<http://www.diversitypreparedness.org>

Developed by the Drexel University School of Public Health's Center for Health Equality and the federal Office of Minority Health, the Center is designed as a central clearinghouse of resources and an information exchange portal to facilitate communication, networking, and collaboration to improve preparedness, build resilience, and eliminate disparities for culturally diverse communities across all phases of an emergency. The website includes an extensive repository of emergency preparedness and response materials in Spanish and 46 other languages, at <http://www.diversitypreparedness.org/Language/34/>.

8. NATIONAL AG SAFETY DATABASE (NASD)

<http://nasdonline.org/browse/7/spanish-espa-ntilde-ol.html>

NASD is a central repository of health, safety, and injury prevention materials for the agricultural community. This database was developed with funding from the National Institute of Occupational Safety and Health (NIOSH), a division of the Centers for Disease Control and Prevention (CDC). The information contained in NASD was contributed by safety professionals and organizations from across the nation. NASD has an extensive listing of materials in English and Spanish covering all sorts of common-day emergencies. The web address provides documents and videos in Spanish, with the English equivalents provided by clicking on each link.

9. PREPARENOW.ORG

<http://www.preparenow.org>

The mission of PrepareNow is to ensure that the needs and concerns of vulnerable people are addressed in emergency preparedness and response. A San Francisco Bay Area entity, PrepareNow.org provides tools, expertise, and access to resources to assist in disaster planning for individuals with special needs – vulnerable people who cannot comfortably or safely access and use the standard resources offered in disaster preparedness, relief, and recovery. The website is designed for use by community-based organizations, local government, neighborhood organizations, and families. One of its programs is Latinos Preparados, a group of people that helps the Latino community prepare for disasters and assists during and after

disasters. The website describes the program and its goals and activities.

10. SUBSTANCE ABUSE AND MENTAL HEALTH SERVICES ADMINISTRATION (SAMHSA) - DISASTER RELIEF INFORMATION

<http://mentalhealth.samhsa.gov/disasterrelief/>

SAMHSA, an agency of the U.S. Department of Health and Human Services (HHS), was created to develop and focus attention on programs and funding for improving the lives of people with or at risk for mental and substance abuse disorders. When natural disasters occur, individuals can lose their entire communities. Immediately following such crises and for the long-term, SAMHSA focuses on its mission of “Building Resilience and Facilitating Recovery” for those affected. Its goal is to serve all concerned – the most vulnerable of whom are often individuals with substance abuse and mental illness disorders. The website includes several fact sheets and other Spanish-language materials, some focusing on mental health issues and disasters, which can be downloaded.

Resources for the Latino Public

Hard-Copy Samples

The table that follows describes the hard-copy Spanish-language materials provided in the remainder of this appendix. These materials are all designed to inform Spanish-speaking residents about various types of emergencies, how to prepare for them, and what action to take when such an emergency occurs. Since the documents are in Spanish, the table provides the name of the equivalent document in English (or if none exists, an English translation of the name of the document). It also indicates how you can locate the English and Spanish versions of most documents on-line. See the CD-ROM for electronic versions of these and other Spanish-language audio and video resources for the Latino public.

SPANISH-LANGUAGE MATERIALS PROVIDED WITH INFORMATION ON ENGLISH EQUIVALENT MATERIALS				
	NAME IN SPANISH	ENGLISH EQUIVALENT	SOURCE	WEBSITE
General Emergency Preparedness and Disaster Planning				
1	Prepararse tiene sentido. Esté listo ahora.	Preparing Makes Sense: Get Ready Now	FEMA	English: http://www.ready.gov/america/_downloads/trifold_brochure.pdf Spanish: http://www.listo.gov/america/_downloads/listo_quadfold_120505.pdf
2	Plan de comunicaciones familiares	Family Emergency Plan	FEMA	English: http://www.ready.gov/america/downloads/familyemergencyplan.pdf Spanish: http://www.listo.gov/america/downloads/family_communications_plan.pdf
3	¿Cuándo el desastre llega, estás preparado?	Disaster Preparedness Guide: Plan, Prepare, Practice and Protect	DEEP Center/ Miami CPHP	English and Spanish: http://www.deep.med.miami.edu/x21.xml [37 pages; not printed here but can be found on CD-ROM under Resources for the Latino Community]
4	Plan de Desastres Familiar	Not available in English [Family Disaster Plan] (wallet sized)	DEEP Center/ Miami CPHP	Spanish only: http://www.deep.med.miami.edu/x21.xml
5	Todos Listos.	Everybody Ready: Plan to be Safe Campaign (brochure)	Montgomery County Advanced Practice Center (APC)	English: http://www.montgomerycountymd.gov/content/hhs/phs/APC/reaymont-trifold_jun07_ref.pdf Spanish: http://www.montgomerycountymd.gov/content/hhs/phs/APC/Plan2BSafetranslations/trifold_sp_low.pdf
6	Plan 9	Plan 9: Plan to be Safe Campaign (brochure)	Montgomery County Advanced Practice Center (APC)	English: http://www.montgomerycountymd.gov/content/hhs/phs/APC/readymc-pamph_jun07_ref.pdf Spanish: http://www.montgomerycountymd.gov/content/hhs/phs/APC/Plan2BSafetranslations/BlankPlan2BSafeTranslations/pamphlet_whole_sp_generic_low.pdf [not printed here but can be found on CD-ROM under Resources for the Latino Community]

SPANISH-LANGUAGE MATERIALS PROVIDED WITH INFORMATION ON ENGLISH EQUIVALENT MATERIALS (CONT.)				
	NAME IN SPANISH	ENGLISH EQUIVALENT	SOURCE	WEBSITE
General Emergency Preparedness and Disaster Planning				
7	¡Terremoto!: Que hacer antes, durante y después de un terremoto	Earthquake: What to do before, during, and after an Earthquake	California Governor's Office of Emergency Services	English: http://www.oes.ca.gov/Operational/OESHome.nsf/PDF/EQ%2014%20tips/\$file/brochure2000_bw.pdf Spanish: http://www.oes.ca.gov/Operational/OESHome.nsf/PDF/EQ%20Spanish%20tips/\$file/Quake_span_bw.pdf
8	Seguridad en caso de inundación	Flood Safety	Flash.org	English: http://www.flash.org/activity.cfm?currentPeril=2&activityID=191 Spanish: http://www.flash.org/activity.cfm?currentPeril=2&activityID=208
9	¿Está preparado para un huracán?	Are you Ready for a Hurricane?	American Red Cross	English: http://www.redcross.org/museum/prepare_org/basic/Hurricane.pdf Spanish: http://www.redcross.org/museum/prepare_org/languages/spanish/basic/SpHurricane.pdf
10	La pandemia de gripe y usted	Pandemic Flu and You: Planning Guide	U.S. Department of Health and Human Services	English: http://www.pandemicflu.gov/news/PDFs/piayplanningtips_eng.pdf Spanish: http://www.pandemicflu.gov/news/PDFs/piayplanningtips_spanish.pdf
11	Terrorismo: Cómo prepararse para lo inesperado	Terrorism: Preparing for the Unexpected	American Red Cross	English: http://www.redcross.org/museum/prepare_org/basic/Terrorism.pdf Spanish: http://www.redcross.org/museum/prepare_org/language/spanish/basic/SpTerrorism.pdf
12	Terrorismo	Terrorism	Flash.org	English: http://www.flash.org/activity.cfm?currentPeril=9&activityID=204 Spanish: http://www.flash.org/activity.cfm?currentPeril=9&activityID=224

SPANISH-LANGUAGE MATERIALS PROVIDED WITH INFORMATION ON ENGLISH EQUIVALENT MATERIALS CONT.				
	NAME IN SPANISH	ENGLISH EQUIVALENT	SOURCE	WEBSITE
General Emergency Preparedness and Disaster Planning				
13	¿Está preparado para un tornado?	Are you Ready for a Tornado?	American Red Cross	English: http://www.redcross.org/museum/prepare_org/basic/Tornado.pdf Spanish: http://www.redcross.org/museum/prepare_org/languages/spanish/basic/SpTornado.pdf
14	¿Está preparado para incendios forestales?	Wildfire: Are You Prepared?	American Red Cross	English: http://www.redcross.org/museum/prepare_org/basic/Wildfire.pdf
15	¿Está preparado para una tormenta de invierno?	Are you Ready for a Winter Storm?	American Red Cross	Spanish: http://www.cruzrojaamericana.org/pdf/prepara_incendios_forestales.pdf English: http://www.redcross.org/museum/prepare_org/basic/WinterStorm.pdf
16	Mantenga los alimentos y el agua en buen estado después de un desastre natural o interrupción del suministro de energía eléctrica	Fact Sheet: Keep Food and Water Safe after a Disaster or Power Outage	Centers for Disease Control and Prevention	Spanish: http://www.cruzrojaamericana.org/pdf/wintersp.pdf English: http://emergency.cdc.gov/disasters/pdf/foodwater.pdf Spanish: http://www.bt.cdc.gov/disasters/espanol/foodwater.asp
Psychological Response to Emergencies				
17	Escuchar, Proteger y Conectar – Primeros auxilios psicológicos para padres e hijos	Listen, Protect and Connect – First Psychological Response for Parents and Children	UCLA School of Public Health, Center for Public Health & Disasters	English: http://www.ready.gov/kids/_downloads/PFA_Parents.pdf Spanish: http://www.listo.gov/america/_downloads/Eschcar_Protger_y_Conectar.pdf [16 pages; not printed here but can be found on CD-ROM under Resources for the Latino Community]

Este esfuerzo común está orientado a lanzar un proceso de aprendizaje sobre la preparación ciudadana. Para las informaciones y recomendaciones más actualizadas, consulte el Internet en la página www.listo.gov.

Distribuido en asociación con:



**Prepararse
tiene sentido.
Esté listo
ahora.**



US Department of Homeland Security,
Washington, DC 20528



Provisiones recomendadas para incluir en un equipo básico:

- Agua:** un galón por persona y por día, para beber y con fines sanitarios
- Comida:** suministros de comida no perecedera al menos para tres días
- Una radio a pilas y pilas extra**
- Linterna y pilas extra**
- Botiquín de primeros auxilios**
- Silbato** para hacer señales con el fin de pedir ayuda
- Máscara de filtro** o una camiseta de algodón para ayudar a filtrar el aire
- Toallitas humedecidas** para usar con fines sanitarios
- Alicates y llaves** para cortar los suministros de servicios públicos
- Abrelatas** para la comida (si el equipo contiene comida envasada)
- Láminas plásticas y cinta adhesiva (duct tape)** para acondicionar el lugar como refugio
- Bolsas de basura con sus cierres plásticos** con fines sanitarios personales
- Necesidades familiares especiales:** dosis diarias de medicamentos, pañales, alimentos para niños, así como importantes documentos familiares.

Prepararse tiene sentido.

La probabilidad de que usted y su familia sobrevivan un incendio en su vivienda depende en buena medida de tener un detector de humo contra incendios en perfecto estado de funcionamiento. También del hecho de contar con una estrategia de salida, como la que siguen los bomberos bien entrenados. Lo mismo es cierto para el caso de sobrevivir un ataque terrorista u otra emergencia. Debemos tener las herramientas y planes preparados para que podamos hacer esto por nosotros mismos, no importa donde estemos cuando el desastre se produzca. De la misma forma que tener un detector de humo contra incendios funcionando, prepararse para lo inesperado tiene sentido.

Esté listo ahora.

1 Prepare un equipo de suministros de emergencia.

Prepárese para improvisar y usar lo que tenga a mano para elaborar este equipo para que pueda mantenerse al menos **por tres días**, quizás un poco más. Aunque hay muchas cosas que podría necesitar, piense en primer lugar en agua potable, comida y aire limpio.

Considere dos equipos. En uno, coloque todo lo que usted necesitará para permanecer donde esté y manténgalo. El otro deberá ser una versión liviana y más pequeña que pueda llevar si debe irse del lugar.

Necesitará un galón de **agua** por persona por día para beber y para uso sanitario. Incluya en los equipos una provisión para tres días de **comidas** no perecederas que sean fáciles de almacenar y de preparar, tales como barras de proteínas, frutas secas o comidas enlatadas. Si vive en una zona de clima frío incluya **ropas abrigadas** y una bolsa de dormir para cada miembro de la familia.

Muchos ataques potenciales terroristas podrían liberar al aire pequeñas partículas microscópicas perjudiciales. Muchos de estos materiales solamente podrán afectarlo si ingresan en su organismo, de modo que piense en crear una barrera entre usted mismo y cualquier tipo de contaminación. Sería una buena idea tener algo para cada miembro de la familia que permita **cubrir sus bocas y narices**, tales como dos o tres capas de camisetas de algodón, pañuelos o toallas y **máscaras de filtro**, ampliamente disponibles en ferreterías. Es muy importante que la máscara o el otro material se ajuste perfectamente a su cara, de modo que la mayoría del aire que usted respire ingrese a través de la máscara y no provenga de alrededor de la misma. Haga todo lo que pueda para que la máscara se ajuste perfectamente en el caso de sus niños.

Asimismo, incluya **cinta adhesiva (duct tape)** y **bolsas de basura pesadas o láminas plásticas** que puedan ser utilizadas para sellar ventanas y puertas. Si es que necesita crear una barrera entre usted y cualquier tipo de contaminación potencial en el exterior.

2 Haga un plan acerca de lo que hará durante una emergencia

Planee por anticipado lo que hará en caso de una emergencia. Este preparado para evaluar la situación. Use el sentido común y todo lo que tenga a mano para protegerse usted mismo y a sus seres queridos.

Desarrolle un plan de comunicaciones familiares. Su familia puede no encontrarse junta cuando el desastre se produzca, de modo que deberá planificar cómo se contactará cada uno con el otro y revisar qué haría en diferentes situaciones. **Considere un plan en el cual cada miembro de la familia haga una llamada telefónica (o envíe un correo electrónico) al mismo amigo o pariente en el caso de una emergencia.** Quizás resulte más fácil hacer una llamada de larga distancia que efectuar un llamado dentro de la misma ciudad, de manera que un **contacto situado fuera de la ciudad** podría encontrarse en mejor posición para comunicarse con los distintos miembros de la familia que estén separados. Asegúrese que cada persona conozca el número telefónico y tenga monedas o una tarjeta telefónica prepagada para llamar al contacto de emergencia. Podría tener problemas para completar su llamada o bien el sistema telefónico podría estar completamente fuera de servicio, pero de todos modos sea paciente.

Dependiendo de sus circunstancias y de la naturaleza del ataque, la primera decisión importante es si se debe permanecer o irse a otro lugar. Deberá entender y planear en consecuencia para ambas eventualidades. Use el sentido común y la información que reciba para determinar si existe peligro inmediato. **Mire la televisión y escuche la radio para obtener instrucciones oficiales a medida que se vayan dando a conocer.**

Establezca un plan de "refugio en el lugar". Hay circunstancias cuando debe permanecer en el lugar. En ese caso, la creación de una barrera entre usted y el aire potencialmente contaminado en el exterior, proceso conocido como "refugio en el lugar" y "sellar la sala", puede ser un asunto crucial de supervivencia. Si ve grandes cantidades de partículas en el aire o si las autoridades informan que el aire se encuentra seriamente contaminado, usted deberá armar un "refugio en el lugar" y "sellar la sala". **Considere cortar láminas plásticas por anticipado. Considere cortar por anticipado láminas de plástico con el fin de sellar ventanas, puertas y conductos de ventilación.** Cada trozo debe ser varias pulgadas más grande que el espacio que se pretende cubrir, de modo que pueda aplicar la cinta adhesiva (duct tape) en forma Lisa contra la pared. Marque cada lámina con la indicación del lugar donde será aplicado.

Use toda la información disponible para evaluar la situación. Si ve grandes cantidades de escombros en el aire o si las autoridades locales indican que el aire se encuentra seriamente contaminado, debería establecer un "refugio en el lugar". Rápidamente lleve a su familia y mascotas dentro del mismo, trabaje las puertas y cierre las ventanas, así como los conductos de aire y de las chimeneas de hogar. Apague inmediatamente el aire acondicionado, sistemas de calefacción por aire, ventiladores y secadores de ropa. Traiga también sus suministros de emergencias y vaya a la sala que usted haya designado como refugio. Selle todas las ventanas, puertas y conductos de ventilación. Comprenda que "sellar la sala" es una medida temporal con el fin de crear una barrera entre usted y el aire contaminado. Mire la televisión, escuche la radio o consulte el Internet para recibir instrucciones.

Cree un plan de escape. Planee por anticipado la forma en que reunirá a su familia y a dónde se dirigirán. **Escoja varios destinos en diferentes direcciones**, de modo que tenga opciones durante una emergencia. Si tiene un auto, manténgalo lleno en todo momento al menos la mitad del tanque de gasolina. Familiarícese con rutas alternativas como también con otros medios de transporte para salir de su área. Si no tiene un auto, planifique la manera en que usted se irá de la zona si tuviera que hacerlo. **Lleve su equipo de suministros de emergencia**, a menos que tenga razón de creer que está contaminado y trabaje la puerta detrás de usted. Lleve a las mascotas con usted si se le indica que debe proceder a la evacuación, sin embargo si va a ir a un refugio público tenga en cuenta que podrían no aceptar allí el ingreso de animales domésticos. Si cree que el aire podría estar contaminado, conduzca el auto con sus ventanas y ventiladores cerrados y mantenga el aire acondicionado y la calefacción apagadas. Escuche la radio para obtener instrucciones. **Infórmese de los planes de emergencia en la escuela y en su trabajo.** Piense acerca de los lugares en los cuales su

familia pasa habitualmente el tiempo: la escuela, el trabajo y otros lugares que frecuentan. **Hable con la escuela de sus niños y con su empleador acerca de planes de emergencia.** Averigüe cómo se comunicarán con las familias durante una emergencia. Si es un empleador, asegúrese de tener un plan de preparación para emergencias. Revíselo y practíquelo con sus empleados. Una comunidad trabajando junta durante una emergencia también tiene mucho sentido. **Hable con sus vecinos acerca de cómo pueden trabajar juntos.**

3 Infórmese acerca de lo que podría pasar

Algunas de las cosas que puede hacer para prepararse ante lo inesperado, tales como armar un equipo de suministros y establecer un plan de comunicaciones familiares, son las mismas que deberían hacerse en una emergencia natural o caso de una catástrofe provocada por la acción humana. Sin embargo, existen diferencias significativas entre amenazas terroristas potenciales, según sean de tipo biológico, químico, explosivo, nuclear o radiológico, las cuales influirán en las decisiones que deba tomar y en las acciones que tenga que ejecutar. Al comenzar un proceso de aprendizaje acerca de estas amenazas específicas, se encontrará **preparándose usted mismo para reaccionar** en una emergencia. Visite el sitio www.listo.gov para aprender más acerca de potenciales amenazas terroristas y otras emergencias, o bien llame al 1-800-BE-READY (1-800-237-3239) para obtener un folleto en forma gratuita. **En todos los casos mantenga la calma.** Prepárese para adaptar esta información a sus circunstancias personales y realice todos los esfuerzos que le sean posibles para seguir las instrucciones provenientes de las autoridades que se encuentren en la escena de los hechos. Sobre todo, mantenga la calma, sea paciente y piense antes de actuar. Con estos simples recaudos, usted se encontrará listo para lo inesperado. **Esté listo ahora.**

4 Participe en la preparación de su comunidad.

Luego de prepararse usted mismo y a su familia para posibles emergencias, tome el próximo paso incorpórese a **Citizen Corps**, organización que promueve la participación activa de los ciudadanos para hacer que **nuestras comunidades y nuestra nación sean más seguras, fuertes y mejor preparadas.**

Todos tenemos un papel que jugar para mantener nuestras ciudades seguras contra emergencias de todo tipo. Citizen Corps trabaja intensamente para ayudar a las personas a prepararse, así como a capacitarse y actuar de voluntarios en sus comunidades. Vaya a www.citizenscorps.gov para obtener más información y para participar en las actividades.



Plan de comunicaciones familiares

Es probable que su familia no esté junta cuando ocurra un desastre, de modo que deben planificar cómo se van a comunicar y decidir de antemano lo que harán en diferentes situaciones.

Nombre del contacto fuera estado:	Número de teléfono:
Correo electrónico:	Número de teléfono:

Complete los siguientes datos sobre cada miembro de su familia y manténgalos actualizados.

Nombre:	Número de seguro social:
Fecha de nacimiento:	Información médica importante:
Nombre:	Número de seguro social:
Fecha de nacimiento:	Información médica importante:
Nombre:	Número de seguro social:
Fecha de nacimiento:	Información médica importante:
Nombre:	Número de seguro social:
Fecha de nacimiento:	Información médica importante:
Nombre:	Número de seguro social:
Fecha de nacimiento:	Información médica importante:
Nombre:	Número de seguro social:
Fecha de nacimiento:	Información médica importante:

Dónde dirigirse en caso de emergencia. Anote los lugares donde su familia pasa la mayor parte del tiempo: el trabajo, la escuela y otros lugares donde suelen estar. Las escuelas, guarderías, lugares de trabajo y edificios de departamentos todos deberían tener planes de emergencia específicos.

Vivienda

Dirección: _____
 Número de teléfono: _____
 Lugar de reunión en el vecindario: _____
 Lugar de reunión regional: _____

Trabajo

Dirección: _____
 Número de teléfono: _____
 Lugar de evacuación: _____

Escuela

Dirección: _____
 Número de teléfono: _____
 Lugar de evacuación: _____

Trabajo

Dirección: _____
 Número de teléfono: _____
 Lugar de evacuación: _____

Escuela

Dirección: _____
 Número de teléfono: _____
 Lugar de evacuación: _____

Otros lugares que frecuenta:

Dirección: _____
 Número de teléfono: _____
 Lugar de evacuación: _____

Escuela

Dirección: _____
 Número de teléfono: _____
 Lugar de evacuación: _____

Otros lugares que frecuenta:

Dirección: _____
 Número de teléfono: _____
 Lugar de evacuación: _____

Información importante	Nombre	Número de teléfono	Número de póliza
Médico/s:			
Otros:			
Farmacéutico:			
Seguro médico:			
Seguro de propiedad/alquiler:			
Veterinario/residencia canina (para mascotas):			

Otros números de teléfono útiles: 9-1-1 para emergencias. Número de teléfono de la policía (no emergencias): _____

Cada miembro de la familia debe llevar consigo una copia de estos datos importantes

Blank lined area for notes.



Otros números de teléfono e información importante:



Plan de comunicaciones familiares

Nombre del contacto:

Número de teléfono:

Nombre del contacto fuera del estado:

Número de teléfono:

Lugar de reunión en el vecindario:

Teléfono del lugar de reunión:

¡Por emergencias llame al 9-1-1!

< DOBLE
AQUÍ >

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Otros números de teléfono e información importante:



Plan de comunicaciones familiares

Nombre del contacto:

Número de teléfono:

Nombre del contacto fuera del estado:

Número de teléfono:

Lugar de reunión en el vecindario:

Teléfono del lugar de reunión:

¡Por emergencias llame al 9-1-1!



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Otros números de teléfono e información importante:



Plan de comunicaciones familiares

Nombre del contacto:

Número de teléfono:

Nombre del contacto fuera del estado:

Número de teléfono:

Lugar de reunión en el vecindario:

Teléfono del lugar de reunión:

¡Por emergencias llame al 9-1-1!

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AQUÍ >

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Otros números de teléfono e información importante:



Plan de comunicaciones familiares

Nombre del contacto:

Número de teléfono:

Nombre del contacto fuera del estado:

Número de teléfono:

Lugar de reunión en el vecindario:

Teléfono del lugar de reunión:

¡Por emergencias llame al 9-1-1!



PERSONAL

Condiciones médicas o alergias
 Servicio médico
 Número de seguro médico
 En caso de urgencias
 Teléfono
 Vivienda
 Compañía de seguros
 Número de póliza
 Teléfono
 Nombre arrendador
 Teléfono



Plan de Desastres Familiar



FAMILIA

Nombre
 Teléfono
 Condiciones médicas o alergias
 Tipo de sangre
Nombre
 Teléfono
 Condiciones médicas o alergias
 Tipo de sangre
Nombre
 Teléfono
 Condiciones médicas o alergias
 Tipo de sangre

EQUIPO BASICO DE EMERGENCIA

- | | |
|--|---|
| <input type="checkbox"/> Agua (para 3 días) | <input type="checkbox"/> Juego adicional de llaves del auto y de la casa |
| <input type="checkbox"/> Alimentos (para 3 días) | <input type="checkbox"/> Fósforos en recipiente impermeable |
| <input type="checkbox"/> Abrelatas | <input type="checkbox"/> Artículos especiales (para niños o adultos mayores) |
| <input type="checkbox"/> Gasolina | <input type="checkbox"/> Artículos para la higiene personal (papel higiénico, productos de higiene femenina, jabón) |
| <input type="checkbox"/> Dinero en efectivo | <input type="checkbox"/> Alimento para las mascotas |
| <input type="checkbox"/> Identificación personal | <input type="checkbox"/> Extintor de incendios |
| <input type="checkbox"/> Herramientas | <input type="checkbox"/> Guantes de trabajo |
| <input type="checkbox"/> Linterna y pilas | |
| <input type="checkbox"/> Radio portátil de pilas | |
| <input type="checkbox"/> Ropa | |
| <input type="checkbox"/> Cobijas | |
| <input type="checkbox"/> Mapa | |
| <input type="checkbox"/> Silbato | |

URGENCIAS

Ambulancia/Bomberos
 Hospital/Servicio de urgencias
 Albergue
 Cruz Roja
 Office Emergency Management
 Farmacia
 Veterinario
 Teléfono Colegio
 Teléfono Colegio
 Guardería (day care)

PRIMEROS AUXILIOS

- Aspirina, antiácido
- Medicamentos (para 3 días)
- Gasa y curas
- Alcohol o solución yodada
- Ungüento antibiótico
- Tijeras
- Guantes desechables
- Pinzas
- Termómetro
- Protector solar
- Repelente

DOCUMENTOS

- Pasaportes
- Numero de cuenta bancaria
- Numero de tarjeta de crédito
- Información sobre seguros
- Tarjetas de seguro social
- Registro de vacunas
- Contratos o títulos (casa, carro, etc.)
- Partida de nacimiento o matrimonio
- Lista de bienes de valor

CONTACTOS IMPORTANTES

Teléfono
 Punto de encuentro familiar
 Dirección
 Teléfono
 Vecino cercano
 Teléfono
 Vecino cercano
 Teléfono

TELÉFONOS

Departamentos de Salud

MIAMI-DADE	BROWARD	PALM BEACH
1350 NW 14 St. Miami 33125 (305) 324-2400 (305) 468-5400	2421-A SW 6th Ave. Ft. Lauderdale 33315 (954) 467-4700 (321) 637-6670	826 Evernia St. West Palm Beach 33402 (561) 840-4500 (561) 712-6400

Cruz Roja Americana

MIAMI DADE	BROWARD	PALM BEACH
(305)-644-1200	(954)-797-3800	(561)-650-9100

FEMA 1-800-237-3239

PARA EMERGENCIAS LLAME AL 9-1-1 PARA EMERGENCIAS LLAME AL 9-1-1



Listo

Montgomery

Preparación y respuesta para emergencias

Plan de seguridad

Todos listos.



Preparación de personas y familias para situaciones de catástrofe.

Spanish

Usted puede hacerlo.

Estar preparado de antemano puede marcar la diferencia entre una tragedia y la supervivencia. Todo comienza con una conversación.



A nadie le gusta pensar – y mucho menos hablar – sobre una emergencia que podría perturbar nuestra vida cotidiana o, peor aún, causarnos daño a nosotros o a nuestros seres queridos. Sin embargo, esa consideración cuidadosa resulta esencial para efectuar una planificación eficaz en caso de emergencias.

El objetivo de este folleto es brindarle un punto de partida para ayudarlo a elaborar ese plan. Aquí encontrará información básica, cosas sobre las que pensar y cosas para hacer. Además, contiene información sobre la forma de acceder a otros recursos para obtener datos más detallados.

Así que por usted mismo, por sus seres queridos y sus vecinos, haga un plan para estar seguro.

1 Inicie la conversación.



El momento ideal es ahora.

Hablar sobre estas cuestiones puede ayudarnos a crear una sensación de control y a reducir la tensión.

PARA QUÉ PREPARARSE

Analice cuáles son los hechos que pueden ocurrir en su área con mayor probabilidad. Piense acerca de las diferentes maneras de responder ante una catástrofe natural, un atentado terrorista o una emergencia sanitaria pública de gran magnitud.

CON QUIÉN PONERSE EN CONTACTO

Pida a un amigo o pariente que no viva en el mismo Estado que sea su “contacto familiar”. Otros miembros de la familia pueden llamar a esta persona e identificar el lugar en el que se encuentran. Use como guía el formulario que aparece en el panel siguiente.

DÓNDE ENCONTRARSE

Elija dos lugares para encontrarse:

- Fuera de su casa, en caso de una emergencia repentina como un incendio.
- Fuera del vecindario, si usted no puede regresar a su casa. Todos deben conocer la dirección y el número de teléfono.

DÓNDE REFUGIARSE

Analice la posibilidad de evacuar el área o de quedarse y buscar refugio en el lugar. También tenga en cuenta que debe:

- Elaborar un plan para los niños que estén en la guardería o la escuela, para los adultos mayores y otros miembros de la familia que necesitan asistencia especial.
- Planificar el cuidado de sus mascotas. En general, los refugios no aceptan animales.

QUÉ HACER

Prepare un equipo con elementos para estar listo ante una emergencia (ver los detalles en el panel de la derecha) y guárdelo en un lugar seguro dentro de su casa.

2 Haga un plan.



Reúna información crucial en un lugar y comparta esa información con su familia. Le ahorrará un tiempo valioso en el momento en que más la necesite.

Las siguientes clases de información pueden ser útiles en una emergencia. Use este folleto como guía para elaborar su propio plan.

INFORMACIÓN PERSONAL

Nombre _____

Dirección _____

Teléfono _____

Teléfono celular _____

Fecha de nacimiento _____

CONTACTO LOCAL

Nombre _____

Vínculo _____

Dirección _____

Teléfono _____

Teléfono celular _____

CONTACTO EN OTRO ESTADO

Nombre _____

Vínculo _____

Dirección _____

Teléfono _____

Teléfono celular _____

PARIENTE MÁS CERCANO

Nombre _____

Vínculo _____

Dirección _____

Teléfono _____

Teléfono celular _____

MASCOTAS A CARGO DE

Nombre _____

Dirección _____

Teléfono _____

Teléfono celular _____

LUGARES DE ENCUENTRO

Fuera de su casa _____

Fuera de su vecindario _____

Si ocurriera una catástrofe, llame a su contacto en otro estado; a menudo es más fácil hacer llamadas de larga distancia.

Debe elaborar un plan específico para los niños que están en la guardería o la escuela, para los adultos mayores y otros miembros cercanos de la familia que necesitan asistencia especial.

3 Prepare un equipo.



¡Comience por lo sencillo! Recoja estos nueve elementos esenciales que lo ayudarán a resguardarse donde esté en caso de emergencia.



NUEVE ELEMENTOS ESENCIALES

- 1 Un galón de **agua** por persona, por día, para tres días.
- 2 **Alimentos** no perecederos, enlatados o en caja.
- 3 Una muda de **ropa** y calzado por persona.
- 4 Las dosis correspondientes a tres días de **medicamentos** recetados (si fuera necesario).
- 5 **Linterna** y baterías de repuesto.
- 6 **Abrelatas** manual.
- 7 **Radio** a batería, energía solar o a manivela.
- 8 **Artículos de higiene personal** como jabón, papel higiénico y cepillo de dientes.
- 9 Artículos básicos de **primeros auxilios** como antisépticos, vendas y medicamentos de venta sin receta.

PARA OBTENER MÁS INFORMACIÓN

Condado de Montgomery, Maryland	montgomerycountymd.gov
Cruz Roja Americana	redcross.org
Centros para el Control de Enfermedades	cdc.gov
Disaster Help	disasterhelp.gov
Agencia Federal para el Manejo de Emergencias	fema.gov
Departamento de Seguridad Nacional de los EE.UU.	ready.gov
Sociedad Protectora de Animales de los Estados Unidos	hsus.org/disaster

(Para pedir ayuda con las mascotas)

Si no tiene acceso a una computadora y necesita información adicional sobre Preparación para Emergencias, por favor comuníquese con la Línea Informativa del Departamento de Salud y Servicios Humanos del Condado de Montgomery al 240-777-1245 o a la línea TTY 240-777-1295.

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Centro de Prácticas Avanzadas para la Preparación y Respuesta para Emergencias de Salud Pública del Condado de Montgomery
www.montgomerycountymd.gov/apc



Podrá disponer de este documento en **otros formatos** solicitándolo al 240-777-3038.

¡TERRE MOTO!

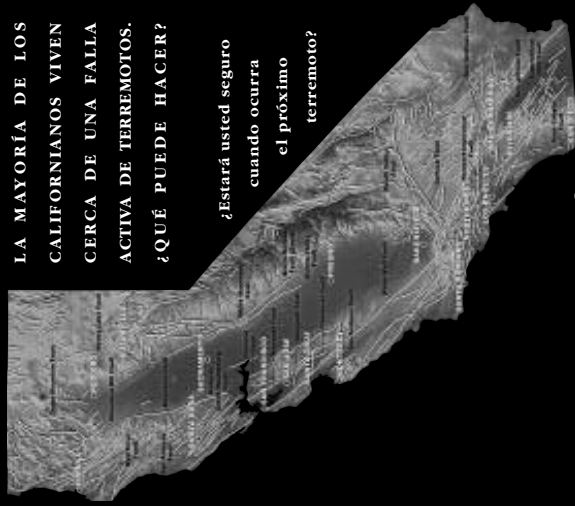
¿Puede valerse por sí mismo durante tres días?

Las primeras 72 horas después de un terremoto son críticas. Es posible que la electricidad, el gas, el agua y los teléfonos no estén funcionando. Además, los servicios de seguridad pública, tales como los departamentos de policía y bomberos estarán ocupados con problemas verdaderamente graves. Usted debe estar preparado para ser autosuficiente—es decir, poder vivir sin agua corriente, electricidad y/o gas y teléfonos—por al menos tres días después de un terremoto. Para hacerlo, tenga a la mano, en un lugar de fácil acceso, lo siguiente:

- Alimentos. Suficientes para 72 horas, de preferencia para una semana.
- Agua. Suficiente para que cada persona tenga un galón al día, como mínimo para 72 horas (3 días) o de preferencia para una semana. Guárdela en recipientes herméticos y recemplácela cada seis meses. Almacene desinfectantes para el agua tales como tabletas de yodo o blanqueador de cloro y, si es necesario purificar el agua, agréguete ocho gotas por galón.
- Botiquín de primeros auxilios. Compruebe que el botiquín tenga todo lo necesario, especialmente vendas y desinfectantes.
- Extintor de incendios. Su extintor debe ser adecuado para todo tipo de incendios. Enséñele a todos los miembros de la familia como utilizarlo.
- Linternas con pilas adicionales. Siempre tenga linternas junto a su cama y en varios otros lugares. NO utilice fosforos ni velas (bujías) después de un terremoto, hasta que esté seguro que no haya fugas de gas.
- Radios portátiles con pilas o baterías adicionales. La mayoría de los teléfonos estarán fuera de servicio o limitados a uso de emergencia. La radio será su mejor fuente de información.
- Cebijas, ropa, zapatos y dinero adicionales.
- Dispositivos alternativos para cocinar. Tenga en su casa una parrilla u hornilla de campamento. PRECAUCION: Asegúrese que no haya fugas de gas antes de utilizar cualquier tipo de fuego para cocinar y no use carbón en lugares cerrados.
- Artículos especiales. Tenga por lo menos una provisión para una semana de medicamentos y alimentos para los lactantes y otras personas que tengan necesidades especiales. No se olvide del alimento para las mascotas.
- Herramientas. Tenga una llave de tuercas ajustable (perico) o una llave para tuberías (llave inglesa o Stillson) para cerrar los suministros de gas o agua.

LA MAYORÍA DE LOS CALIFORNIANOS VIVEN CERCA DE UNA FALLA ACTIVA DE TERREMOTOS. ¿QUÉ PUEDE HACER?

¿Estará usted seguro cuando ocurra el próximo terremoto?



Ready
To Ride It Out?

Ready
To Ride It Out?

¿Esta usted preparado?

California Governor's Office of Emergency Services

PO Box 419047

Rancho Cordova, CA 95741-9047

Visit our Web site

at www.oes.ca.gov

Spanish Version

Oficina de Servicios de Emergencia
del Gobernador de California

¿Desea aprender más sobre cómo estar listo para los terremotos? Llame a su Oficina Local de Servicios de Emergencia o a la Cruz Roja Norteamericana.

¿Estaría listo para hacerle frente a un terremoto si

ocurriera hoy?

Con un poco de planeación básica y previsión, la preparación de su

vivienda o

su lugar de

trabajo

para un

terremoto es

sencilla. Estas

sugerencias sobre

qué hacer antes,

durante y después de un

terremoto fueron elaboradas por la

Oficina de Servicios de Emergencia

del Gobernador de California para

ayudante a usted a prepararse para

hacerle frente a un terremoto.

www.oes.ca.gov

Ready
To Ride It out?

Antes de un terremoto

La manera en que usted, su familia y su vivienda puedan salir mejor librados de un terremoto generalmente depende de lo bien que estén preparados de antemano. Elabore un plan de lo que deben hacer sus familiares y sus vecinos en caso de terremoto. La siguiente lista le ayudará en sus preparativos:

- Prepare un paquete de emergencia que contenga: alimentos, agua y otros suministros, tales como una linterna de pilas, un radio portátil, baterías de repuesto, medicamentos, botiquín de primeros auxilios, dinero y ropa.
- Conozca los lugares seguros de cada habitación, por ejemplo, debajo de mesas o escritorios pesados o contra la parte interior de las paredes.
- Sepa cuáles lugares son peligrosos—cerca de ventanas, espejos, objetos colgantes, chimeneas y muebles altos que no estén bien asegurados a la pared.
- Haga simulacros para que usted y su familia conozcan los lugares seguros de su casa.
- Decida cómo y en dónde se reunirán sus familiares en caso que se encuentren separados cuando ocurra un terremoto.
- Elija a un amigo o pariente que viva en otro Estado, a quien puedan llamar sus familiares para informarse sobre dónde se encuentran y cómo están.
- Aprenda primeros auxilios y resucitación cardiopulmonar (CPR).
- Aprenda cómo cerrar los suministros de gas, agua y electricidad, en caso que las líneas se dañen. **NOTA DE SEGURIDAD:** No trate de volver a encender el piloto del gas. Es preferible llamar a la compañía de gas.
- Examine las chimeneas, el techo, las paredes y los cimientos para determinar su estabilidad. Verifique que su casa esté bien sujeta con pernos a sus cimientos.
- Asegure a la pared su calentador de agua y los aparatos electrodomésticos grandes, así como los muebles altos y pesados, las plantas colgantes, los espejos y los cuadros grandes—especialmente los que estén cerca de las camas.
- Mantenga los objetos frágiles y pesados, así como los líquidos inflamables o peligrosos, tales como pinturas, insecticidas en aerosol y productos de limpieza, en gabinetes bien asegurados a la pared o en los anaqueles más bajos.
- Organícese con sus vecinos para que sean autosuficientes después de un terremoto.

Durante un terremoto

- Si está en su casa u oficina u otro lugar bajo techo, quélese ahí. Póngase debajo de un escritorio o una mesa, o párese en un rincón.
- Si está en el exterior, vaya a un área abierta, alejada de los árboles, edificios, paredes y cables de electricidad.
- Si está en un edificio muy alto, permanezca alejado de las ventanas y de las paredes externas. Póngase debajo de una mesa. No use los ascensores.
- Si está manejando un vehículo, dirjalo a la orilla de la carretera y déjelo. Evite los pasos a desnivel, los puentes y los cables de electricidad. Permanezca dentro de su carro hasta que el temblor haya terminado.
- Si está en un lugar público con mucha gente, no corra hacia las puertas. Agáchese y cúbrase la cabeza y el cuello con las manos y los brazos.

Después de un terremoto

A menos que haya una emergencia inmediata que ponga en peligro la vida, no intente utilizar el teléfono. Después de un terremoto, asegúrese de:

- Verificar si hay fugas de gas y agua, cables eléctricos o tubos de alcantarillado rotos. Si hay daños, corte el suministro de electricidad en el interruptor principal de la casa, reporte inmediatamente las fugas de gas a la compañía de gas. Verifique si hay cables de electricidad caídos, y advierta a los demás que se mantengan apartados de ellos.
- Examinar su edificio para ver si tiene grietas y daños, incluyendo el techo, las chimeneas y los cimientos.
- Encender su radio portátil para escuchar instrucciones y boletines de noticias. Para su propia seguridad, coopere plenamente con los funcionarios de seguridad pública y siga sus instrucciones.
- No manejar vehículos a menos que haya una emergencia. Mantenga las calles despejadas para que puedan pasar los vehículos de emergencia.
- Estar preparado para los temblores secundarios.
- Permanecer tranquilo y ayudar a los demás.
- En caso de ser evacuado, dejar un mensaje en su casa para informar a sus familiares y a otras personas dónde pueden encontrarlo.



FLASH Card: Seguridad en caso de inundación (Flood Safety)

Seguridad en caso de inundación

Cada año se producen más muertes debido a inundaciones que a cualesquier otro peligro relacionado con temporales o huracanes. Muchas de estas víctimas son conductores descuidados o confiados que intentan pasar por calles anegadas. El National Weather Service (Servicio Nacional de Meteorología) advierte ahora a cualquiera que se acerque a una carretera inundada, Turn around& dont drown!™ (¡Dé la vuelta... no se ahogue!™) Siga estas reglas de seguridad:

Si se produce una inundación, diríjase a un terreno elevado. Manténgase alejado de zonas anegadizas, incluyendo depresiones, puntos bajos, valles, canaletas, desagües, etc.

Evite las zonas inundadas o aquellas con corrientes de agua rápidas. No intente cruzar las corrientes de agua. Sólo son necesarios 15 cm (6 pulgadas) de aguas rápidas para hacerle perder contacto con el suelo.

No permita que los niños jueguen cerca de aguas profundas, bocas de tormenta o desagües. El agua puede ocultar peligros.

En las calles inundadas, el agua puede esconder importantes daños, NUNCA conduzca a través de zonas o calles anegadas. Si su vehículo se detiene, abandónelo de inmediato y busque un terreno más elevado. Sesenta centímetros (dos pies) de agua son suficientes para llevarse a la mayoría de los automóviles.

No acampe ni estacione su vehículo junto a corrientes de agua y desagües, especialmente cuando existen condiciones de peligro.

Sea especialmente cauto de noche, cuando es más difícil reconocer los peligros de inundación.

Sintonice la NOAA Weather Radio (Radio del Tiempo de la NOAA) o su medio local para escuchar información vital sobre el tiempo.

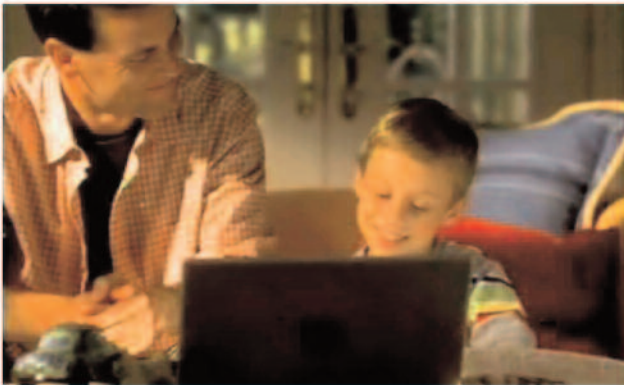
Se puede obtener más información sobre seguridad en caso de inundación a través del National Weather Service, www.noaa.gov/floods.htm, o la Federal Alliance For Safe Homes (Alianza Federal para Hogares Seguros), www.flash.org.

Llame a nuestra mesa de ayuda gratuita al 1-877-221-SAFE o envíe un correo electrónico a flash@flash.org.

¡Proteja su hogar en un FLASH con la Federal Alliance for Safe Homes!

LA PANDEMIA DE GRIPE Y USTED

Una pandemia de gripe ocurre cuando un nuevo virus de influenza surge entre los seres humanos y se transmite fácilmente de persona a persona. Como el virus es nuevo en los seres humanos, las personas tienen poca o ninguna inmunidad contra él y el virus se propaga por todo el mundo. Aunque no es posible predecir con exactitud cuándo ocurrirá la próxima pandemia de gripe o su grado de severidad, ahora es el tiempo para planificar.



En una pandemia de influenza severa:

- Muchas personas se enfermarían y no podrían ir a trabajar o asistir a reuniones públicas;
- Muchas otras tendrían que quedarse en casa para cuidar a sus familiares enfermos; y
- Muchas personas morirían.

Como resultado, los negocios y las escuelas podrían cerrarse, y los servicios básicos tales como el transporte y la distribución de alimentos podrían interrumpirse.

Es importante que las familias y las comunidades estén preparadas para una pandemia de influenza.

Usted puede tomar algunas medidas básicas para prepararse **AHORA**

Usted puede:

1. PRACTICAR BUENOS HÁBITOS DE HIGIENE.

Lávese las manos frecuentemente con agua y jabón. Utilice un pañuelo de papel al toser o estornudar. Manténgase alejado de otras personas cuando esté enfermo. El desarrollo de buenos hábitos de higiene ahora podría ayudarle en caso de una pandemia de influenza.

2. ESTAR LISTO PARA UNA EMERGENCIA.

Almacene reservas de agua y alimentos suficientes para dos semanas. Tenga a mano medicamentos con y sin receta y otros suministros médicos, incluyendo medicinas para el dolor y los resfriados.

3. CONOCER LOS PLANES DE SU COMUNIDAD Y LUGAR DE TRABAJO.

Averigüe lo que sus oficiales electos, lugar de trabajo, escuela, congregación y otros grupos comunitarios están haciendo para prepararse contra una pandemia de influenza.

Siguiendo estos pasos, usted estará mejor preparado para una pandemia y otras emergencias.

Es muy importante que todos sepan qué hacer acerca de la pandemia de gripe. Para obtener más información sobre cómo protegerse usted y su familia, visite espanol.PandemicFlu.gov o llame al 1-800-232-4636.

espanol.PandemicFlu.gov
1-800-232-4636

**Sepa qué hacer acerca
de la pandemia de gripe**



¿Está preparado para un huracán?

Esto es lo que Ud. puede hacer para prepararse contra tal emergencia:

Sepa qué significan ADVERTENCIA y AVISO de huracán.

- ✓ **ADVERTENCIA:** Las condiciones de huracán son *posibles* en la zona especificada en la ADVERTENCIA, normalmente dentro de las próximas 36 horas.
- ✓ **AVISO:** Las condiciones de huracán se *pronostican* en la zona especificada en el AVISO, normalmente dentro de las próximas 24 horas.

Prepare un Plan familiar para desalojar su vivienda.

- ✓ Identifique con anticipación a dónde podría ir si le aconsejan que desaloje su vivienda. Elija varios lugares—la casa de un amigo en otra ciudad, un motel o un refugio.
- ✓ Tenga a mano los números de teléfono de estos lugares así como un mapa de carreteras de su localidad. Usted pudiera necesitar tomar rutas alternativas o desconocidas si las carreteras principales están cerradas o congestionadas.
- ✓ Escuche la emisora meteorológica de NOAA o las emisoras o canales de televisión locales por si emiten instrucciones para el desalojamiento de las viviendas. Si le aconsejan desalojar su vivienda, ¡hágalo inmediatamente!

Reúna un botiquín de suministros para desastres que contenga:

- ✓ Botiquín de primeros auxilios y medicamentos esenciales.
- ✓ Comida enlatada y un abrelatas.
- ✓ Al menos tres galones de agua por persona.
- ✓ Ropa de protección, impermeables, y ropa de cama o sacos de dormir.
- ✓ Radio a pilas, linterna y pilas de repuesto.
- ✓ Artículos especiales para bebés, ancianos, o familiares discapacitados.
- ✓ Instrucciones por escrito sobre cómo desconectar la electricidad, el gas, y el agua si las autoridades le aconsejan hacerlo. (Recuerde, necesi-

tará que un especialista conecte de nuevo el servicio de gas natural.)

Prepárese contra los vientos fuertes.

- ✓ Instale contraventanas o compre tablas de madera contrachapada pre-cortadas, de 1/2 pulgada de grosor, en cada ventana de su vivienda. Instale soportes para la madera contrachapada y taladre antes agujeros en la madera para poder instalarla más rápidamente.
- ✓ Haga que los árboles resistan mejor el viento quitándoles las ramas enfermas o dañadas, luego quite estratégicamente algunas otras ramas para que el viento pueda soplar a través de ellas.

Sepa qué hacer si emiten una ADVERTENCIA de huracán.

- ✓ Escuche la emisora meteorológica NOAA o las emisoras de radio o canales de televisión locales por si emiten información de última hora sobre la tormenta.
- ✓ Prepárese para traer al interior los muebles de jardín, decoraciones u ornamentos exteriores, contenedores de basura, plantas colgantes y cualquier otra cosa que pueda ser arrastrada por el viento.
- ✓ Prepárese para cubrir *todas* las ventanas de su vivienda. Si las contraventanas no han sido instaladas, utilice madera contrachapada precortada como se explicó anteriormente. *Nota:* La cinta adhesiva no evita que se rompan los cristales, así que no se recomienda el uso de cinta adhesiva en las ventanas.
- ✓ Llene el tanque de gasolina de su automóvil.
- ✓ Compruebe de nuevo las sujeciones de las casas prefabricadas.
- ✓ Compruebe las pilas y almacene comida enlatada, suministros de primeros auxilios, agua potable y medicamentos.

Identifique qué hacer si emiten un AVISO de huracán.

- ✓ Preste atención al consejo de las

autoridades locales y abandone el lugar si le dicen que lo haga.

- ✓ Termine las actividades de preparación.
- ✓ Si no le aconsejan que desaloje su vivienda, quédese dentro, lejos de las ventanas.
- ✓ Sepa que, el “ojo” calmado es engañoso; la tormenta no ha pasado. La peor parte de la tormenta tendrá lugar una vez que el ojo pase por encima y los vientos soplen desde la dirección contraria. Los árboles, arbustos, edificios y otros objetos dañados por los primeros vientos pueden ser dañados o destrozados por los vientos secundarios.
- ✓ Esté atento por si hay tornados. Los tornados pueden ocurrir durante y después de haber pasado un huracán. Permanezca en el interior, en el centro de su vivienda, dentro de un armario o de una sala de baño sin ventanas.
- ✓ Permanezca lejos de las riadas. Si se encuentra con una carretera inundada, dé la vuelta y vaya por otro camino. Si se ve atrapado en una carretera inundada y las aguas ascienden rápidamente a su alrededor, salga de su auto y trepe a un terreno más alto.

Sepa qué hacer una vez que el huracán haya pasado.

- ✓ Continúe escuchando la emisora meteorológica de NOAA o las emisoras de radio o canales de televisión locales por si emiten instrucciones.
- ✓ Si tuvo que desalojar su vivienda, regrese a su hogar cuando las autoridades locales le informen que es seguro hacerlo.
- ✓ Inspeccione si su vivienda sufrió daños.
- ✓ Use linternas si está oscuro; evite el uso de velas.

Su contacto local es:

¿Está preparado para un huracán?

Los huracanes presentan las mayores amenazas para los residentes de las zonas costeras de nuestra nación. Pero también es sabido que dichas tormentas violentas reúnen la fuerza suficiente como para desplazar sus fuertes vientos destructores tierra adentro a lo largo de cientos de millas. Las lluvias torrenciales, las inundaciones y los tornados se suman al daño que los huracanes pueden infligir sobre su vivienda y su comunidad.

Prepárese contra un huracán relleno cada apartado de la lista de verificación siguiente. Luego, reúnanse para discutir y concluir su Plan familiar contra desastres.

_____ **Reúna un botiquín de suministros para desastres dentro de una caja bien identificada y fácil de llevar.**

Ubicación del botiquín de suministros para desastres: _____

_____ **Llame a la oficina local de administración de emergencias o de planificación y zonificación para averiguar si vive usted en una zona que podría inundarse durante un huracán o lluvias torrenciales.**

Zona de inundación: Sí No

_____ **Prepare un plan para el desalojamiento de su vivienda en caso de tener que hacerlo. Dé a conocer su plan a los familiares o amigos con los que piense alojarse o programe irse a un refugio de la Cruz Roja. Incluya en el botiquín para desastres un mapa donde figuren marcadas dos rutas alternativas para llegar hasta su destino.**

Plan para el desalojamiento de la vivienda terminado el: _____
(fecha)

_____ **Escriba las instrucciones sobre cómo desconectar la electricidad, el agua, y el gas de su vivienda si las autoridades locales le aconsejan que lo haga. (El servicio de gas lo debe reconectar un especialista).**

Instrucciones escritas el: _____
(fecha)

_____ **Haga una lista de los artículos que deberá meter dentro de su vivienda si se acerca una tormenta. Guarde esta lista en el botiquín de suministros para desastres.**

Lista terminada el: _____
(fecha)

_____ **Compre con bastante antelación cualquier material que necesite para entablar las ventanas y proteger su vivienda. Corte de antemano la madera contrachapada a la medida de las ventanas para poder cubrir rápidamente las ventanas.**

Materiales comprados para proteger la vivienda: _____
(fecha)

_____ **Haga que un ingeniero inspeccione su vivienda y le informe de cómo hacerla más resistente contra los vientos huracanados.**

Ingeniero que inspeccionó su casa: _____
(fecha)

Modificaciones recomendadas: _____

Y recuerde...si ocurre un huracán, un terremoto, una inundación, un tornado, u otra emergencia en su comunidad, usted puede contar con que el Capítulo de la Cruz Roja Americana de su localidad estará allí presente para ayudar a usted y a su familia. La Cruz Roja no es una agencia gubernamental y depende de sus donaciones de tiempo, dinero y sangre.

Para más información, póngase en contacto con el Capítulo de la Cruz Roja de su localidad, la oficina del Servicio Nacional de Meteorología, o la Agencia de Administración de Emergencias. También puede visitar los siguientes sitios de la Red de Internet:

Cruz Roja Americana (*American Red Cross*): www.redcross.org

Servicio Nacional de Meteorología (*National Weather Service*): www.nws.noaa.gov

Agencia Federal para la Administración de Emergencias (*Federal Emergency Management Agency*): www.fema.gov

TERRORISMO

Cómo prepararse para lo inesperado



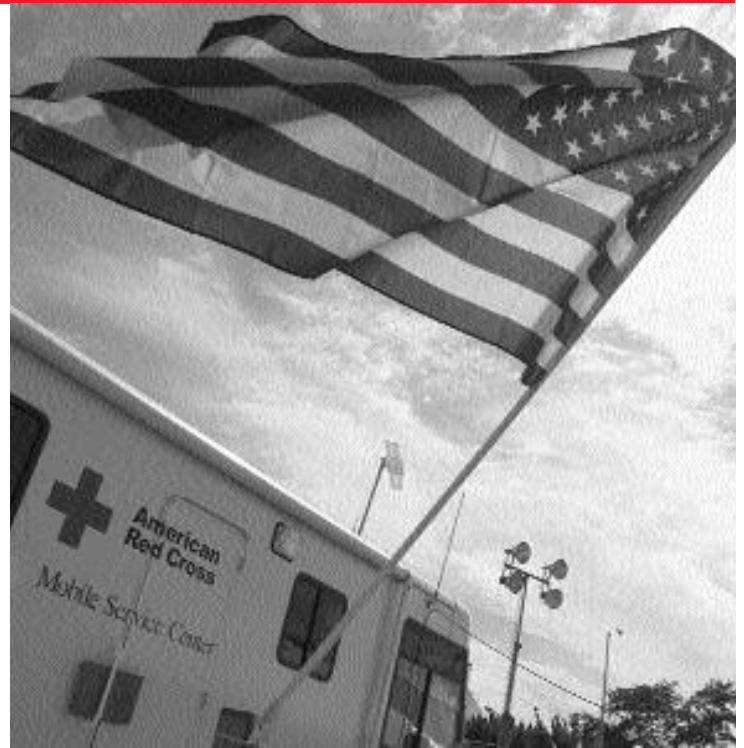
American Red Cross
Juntos podemos salvar una vida

www.redcross.org



Servicios de
Desastres

A1366S
Oct. 2001



Centro de servicio móvil de la Cruz Roja Americana estacionado frente al Pentágono el 18 de septiembre. Esto forma sólo una pequeña parte de los servicios de ayuda que caben esperar de la Cruz Roja ante cualquier desastre que ocurra.

Acontecimientos devastadores, como los ataques terroristas al World Trade Center y el Pentágono, han dejado a muchas personas preocupadas por la posibilidad de futuros incidentes en los Estados Unidos y sus posibles consecuencias. Han aumentado la incertidumbre sobre lo que puede ocurrir, elevando el nivel de estrés. Sin embargo, hay cosas que puede hacer para prepararse para lo inesperado y reducir el estrés que siente ahora y que tal vez sienta después, si surge otra emergencia. Prepararse quizás lo calme tanto a usted como a sus hijos, ya que le permitirá tomar ciertas medidas de control incluso ante acontecimientos de este tipo.



Los niños deben conocer los números de teléfono y direcciones de correo electrónico de las personas de la familia. Deben llevar esta información con ellos a la escuela y deben poder hallarla fácilmente en el hogar.

Qué hacer para prepararse

El primer paso es averiguar lo que puede pasar. Una vez que haya determinado qué puede pasar y la probabilidad de que ocurra en su comunidad, es importante que hable con su familia o personas que viven en su casa sobre ello. Juntos pueden idear un plan en caso de desastre.

1. Haga un plan de comunicaciones para emergencias.

Nombre a una persona que esté fuera de la ciudad para que su familia o quienes viven en su casa puedan contactarla por teléfono o por correo electrónico en caso de desastre. Esta persona contacto debe vivir lo suficientemente lejos de modo que no se vea afectada directamente por el mismo desastre, y debe saber que ha sido designada como contacto. Asegúrese de que todos tengan las direcciones de correo electrónico y números de teléfono (casa, trabajo, beeper y móvil) de la persona contacto y de los otros miembros de la casa. Deje esta información en la escuela de los niños (si tiene hijos) y en

el trabajo. Es importante que las personas de su casa sepan que si los teléfonos no funcionan, deben tener paciencia y volver a probar más tarde o tratar de enviar un mensaje electrónico. Las líneas telefónicas suelen saturarse durante las emergencias y el correo electrónico a veces funciona cuando las llamadas no son posibles.

2. Establezca un lugar de encuentro.

En caso de que su vivienda esté afectada o se evacúe la zona donde vive, especificar de antemano un lugar para encontrarse que esté lejos de su casa le ayudará a ahorrar tiempo y limitar la confusión. Tal vez quiera hacer planes para quedarse con un familiar o amigo en caso de emergencia. Asegúrese de incluir a los animales domésticos en sus planes, ya que en los refugios no son permitidos y algunos hoteles no los aceptan.

3. Prepare suministros para usar en caso de emergencia.

Si necesita evacuar su vivienda o se le pide que se resguarde en donde se encuentra, tener algunos suministros básicos a mano hará que usted y su familia estén más cómodos.

- Prepare un equipo de suministros para emergencias usando algo que sea fácil de transportar como un bolso grande o un bote de basura pequeño de plástico.
- Incluya cualquier otra cosa que haga falta para atender las necesidades especiales de los miembros de la familia (leche en polvo para bebés o artículos para personas incapacitadas o personas de edad avanzada), botiquín de primeros auxilios (incluya medicamentos recetados), un

cambio de ropa para cada persona, una bolsa para dormir o colchón portátil para cada uno, una radio o televisión a pilas y pilas de repuesto, alimentos, agua embotellada y herramientas.

- También es buena idea incluir algo de dinero en efectivo y copias de documentos familiares importantes (certificados de nacimiento, pasaportes y licencias).

Las copias de documentos importantes como poderes, certificados de nacimiento y de matrimonio, pólizas de seguro, asignaciones de beneficiarios de pólizas de seguro de vida y la copia del testamento deben guardarse también en un lugar seguro fuera del hogar. Un buen lugar podría ser una caja de depósito o la casa de un familiar o amigo que vive en otra zona.

Si desea más detalles puede obtener una copia del folleto *Su equipo de suministros para la familia en caso de desastres (A4463S)** de la Cruz Roja local.

4. Verifique el plan de emergencia de la escuela si tiene niños que van a la escuela.

Usted necesita saber si los niños se quedarán en la escuela hasta que uno de los padres o un adulto que usted nombre los recoja o si la escuela los enviará de regreso al hogar por su cuenta. Asegúrese de que el personal de la escuela tenga información actualizada para comunicarse con los padres y las personas que cuidan de los niños para que pueda hacer arreglos para recoger a los niños. Pregunte a la escuela qué tipo de autorización o permiso hace falta para



En el Centro de Asistencia Familiar de la Cruz Roja Americana cerca del Pentágono, una trabajadora voluntaria de la Cruz Roja consuela a una familiar de una persona fallecida a causa del ataque.

que alguien que usted designe pueda recoger a su niño si usted no puede hacerlo. Haga esto de antemano, ya que en una emergencia tal vez no se pueda comunicar por teléfono con la escuela.

Para obtener más detalles sobre cómo hacer un plan de emergencias, pida una copia del folleto *Su plan para el hogar en caso de desastres (A4466S)** a la Cruz Roja local. También puede solicitar una copia del folleto *Before Disaster Strikes . . . How to Make Sure You're Financially Prepared (A5075)** (disponible en inglés solamente), para obtener información específica sobre cómo proteger sus bienes. Estas publicaciones también se hallan en Internet en www.redcross.org.

* Estos documentos se encuentran también en www.redcross.org/disaster/beprepared.

Preparativos financieros

Proteja sus bienes

Las siguientes medidas pueden ayudarle a evitar o a reducir la probabilidad de destrucción de su vivienda en caso de desastre. También pueden reducir el costo de los seguros. Por ejemplo, usted podría:

- Instalar detectores de humo para que den alerta en caso de incendio en su casa o departamento.
- Eliminar arbustos que rodeen su vivienda para protegerla contra incendios destructivos.
- Fijar objetos que puedan caerse y ocasionar daños, tales como una estantería o calentador de agua.

Realice un inventario

Haga una lista de todo lo que posee en su vivienda. En caso de desastre, esta lista podría:

- Ayudarle a demostrar el valor de sus bienes si sus pertenencias sufren daños o destrucción.
- Aumentar la probabilidad de recibir un pago rápido y justo de la compañía de seguros por las pérdidas.
- Servir para documentar el reclamo de pérdidas en las deducciones de impuestos.

Obtenga una póliza de seguro

Si es propietario:

Obtenga, como mínimo, la cobertura de reemplazo completo o del costo de reemplazo. Esto significa que será posible reemplazar la estructura de su vivienda hasta los límites especificados en la póliza.

Si alquila:

Compre un seguro para inquilinos. Éste cubre los bienes personales que sufran daño, destrucción o robo. El seguro del propietario no cubrirá los daños o pérdidas de los bienes que usted tenga. Además, considere pólizas que incluyan cobertura en caso de inundación para sus pertenencias.

Si desea obtener información más detallada, solicite a la Cruz Roja local el folleto *Before Disaster Strikes... How to Make Sure You're Financially Prepared* (stock número A5075),* disponible sólo en inglés.

* Estos documentos se encuentran también en www.redcross.org/disaster/beprepared.

Visit www.redcross.org/services/disaster/foreignmat/ to find additional materials in Spanish about how to prepare for disasters, including materials for children.

En caso de desastre

- Mantenga la calma y tenga paciencia.
- Siga los consejos de los funcionarios locales de emergencias.
- Escuche la radio o la televisión para estar al tanto de las noticias e instrucciones a seguir.
- Si el desastre ocurre cerca suyo, vea si hay heridos. Preste primeros auxilios y pida ayuda para las personas gravemente heridas.
- Si el desastre ocurre cerca de su casa mientras usted está allí, use una linterna para inspeccionar si hay daños. No encienda fósforos o velas ni interruptores eléctricos. Verifique que no haya incendios, cosas que corran peligro de incendiarse y otros peligros en el hogar. Huela para ver si hay pérdidas de gas, empezando por el calentador de agua. Si huele gas o sospecha que hay un escape, cierre la llave de paso principal del gas, abra las ventanas y saque a todos de la casa rápidamente.
- Cierre o desconecte cualquier otro servicio público (electricidad, agua, teléfono, etc.) que esté dañado.
- Encierre o amarre a los animales domésticos.
- Llame al contacto de la familia y no vuelva a usar el teléfono de nuevo salvo que sea una emergencia que pone en peligro la vida de alguien.
- Vea si sus vecinos están bien, en especial las personas que viven solas, de edad avanzada o con incapacidades.

Lo que podría ocurrir

Según lo aprendido de los acontecimientos del 11 de septiembre de 2001, después de un ataque terrorista es posible que ocurra lo siguiente:

- Puede haber un número considerable de víctimas y daño en los edificios y la infraestructura de los mismos. Por eso es importante que los empleadores tengan actualizada la información sobre cualquier necesidad médica que tenga y los datos para comunicarse con los beneficiarios que haya designado.
 - Debido a la naturaleza delictiva de un ataque terrorista, habrá una fuerte presencia de autoridades policiales en el ámbito local, estatal y federal.
 - El personal y los recursos de salud y salud mental en las comunidades afectadas tal vez no den abasto.
 - La cobertura masiva de los medios de comunicación, el gran temor de la gente y las repercusiones y consecuencias internacionales pueden continuar por un período prolongado.
 - Es posible que se cierren los lugares de trabajo y las escuelas, y se impongan restricciones en los viajes nacionales e internacionales.
 - Usted y su familia tal vez deban evacuar la zona, evitando caminos bloqueados para su seguridad.
 - Las operaciones de limpieza luego de un desastre pueden durar muchos meses.
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Un equipo de suministros para emergencias, con artículos como los que se muestran y una radio y pilas de repuesto, es esencial en caso de emergencia.

Evacuación

Si las autoridades locales le piden que abandone su hogar, tienen un buen motivo para hacerlo. Hágalo de inmediato. Escuche la radio y la televisión y siga las instrucciones de los funcionarios locales de emergencias. Tenga en cuenta también estos simples consejos:

- Use camisas o camisetas de mangas largas, pantalones largos y zapatos resistentes para protegerse lo más posible.
- Lleve su equipo de suministros para desastres.
- Llévase a los animales domésticos con usted; no los deje abandonados. Los refugios públicos no aceptan animales domésticos, así que vaya a la casa de un familiar o amigo, o busque un hotel que permita animales.
- Cierre las puertas de su casa.
- Use las rutas de viaje que especifiquen las autoridades locales. No use atajos porque es posible que no pueda pasar por ciertas zonas o que éstas sean peligrosas.
- Manténgase alejado de cables de electricidad caídos.

Haga caso a las autoridades locales. Éstas le darán la información más precisa sobre lo que pasa en su zona. Lo más seguro es escuchar la radio y televisión locales y seguir las instrucciones.

Si está seguro de que tiene tiempo:

- Llame al contacto de la familia para avisar adónde va y cuándo espera llegar.
- Desconecte el agua y la electricidad antes de irse, si se lo indican. Deje ABIERTA la llave de paso del gas natural a menos que los funcionarios locales le indiquen lo contrario. Tal vez necesite el gas para calentar su casa o para cocinar, y sólo un técnico puede restaurar el servicio en su casa una vez que lo apague. (En una situación de desastre pueden tardar semanas en mandar a un técnico.)

Resguardo en el lugar donde se encuentra

Si los funcionarios locales le aconsejan resguardarse en el lugar donde se encuentra (la frase en inglés es *shelter in place*), esto significa que debe quedarse en su casa o trabajo y refugiarse allí. Cierre y eche llave a todas las ventanas y puertas exteriores. Apague todos los ventiladores y sistemas de calefacción y aire acondicionado. Cierre la compuerta de la chimenea. Recoja el equipo de suministros para desastres y asegúrese de que la radio funcione. Vaya a una habitación interna sin ventanas que esté por encima del nivel del suelo. En el caso de amenaza con sustancias químicas, es preferible ir a un piso alto dado que algunas sustancias químicas son más pesadas que el aire y pueden filtrarse en los sótanos aunque las ventanas

estén cerradas. Selle las ranuras alrededor de la puerta y cualquier entrada de aire en la habitación con cinta adhesiva para tuberías. Siga escuchando la radio y la televisión hasta que le digan que todo está bien o que debe evacuar el lugar. Es posible que los funcionarios locales pidan la evacuación de determinadas zonas que corren mayor riesgo en su comunidad.

Otras medidas positivas que puede tomar

La transmisión televisiva de actos terroristas grabados en vivo que no han sido editados y de la reacción de la gente a éstos pueden ser muy perturbadores, en particular para los niños. Recomendamos que los niños no vean las noticias en televisión sobre estos acontecimientos, en particular si muestran las mismas imágenes una y otra vez. Los niños pequeños no se dan cuenta de que se trata de la repetición de una filmación de video y creen que lo que pasó está volviendo a ocurrir una y otra vez. Sin embargo, escuchando la radio y televisión locales tendrá la información más precisa proveniente de las autoridades responsables de la localidad sobre lo que está pasando y lo que debe hacer. Así que túrnese con otros adultos de la casa para escuchar las noticias.

Otra forma útil de prepararse es aprender primeros auxilios básicos. Para inscribirse en un curso de primeros auxilios y reanimación cardiopulmonar (RCP), comuníquese con la Cruz Roja Americana local. En una emergencia, tendrá que atender sus propias necesidades primero y luego considerar dar primeros auxilios a las personas que estén a su alrededor. De ser necesario, esto incluye ayudar a personas heridas a evacuar un edificio.

Es probable que las personas que puedan haber tenido contacto con un agente biológico o químico tengan que pasar por un proceso de descontaminación y recibir atención médica. Escuche las instrucciones que las autoridades locales comuniquen por radio o televisión para determinar las medidas que necesitará tomar para protegerse a usted mismo y a su familia. Es probable que los servicios de emergencia estén desbordados, así que llame al 9-1-1 sólo en caso de emergencias que ponen en peligro la vida de las personas.

Nivel elemental de primeros auxilios

Si se encuentra con alguien herido, ponga en práctica los siguientes pasos de emergencia: Revisar-Llamar-Atender. **Revise** el lugar para ver si es seguro para acercarse. Luego revise a la víctima para ver si está consciente y si existen condiciones que ponen su vida en peligro. Alguien que tiene una condición que pone su vida en peligro, como por ejemplo la falta de respiración o el sangrado grave, requiere atención inmediata de un socorrista capacitado y puede necesitar tratamiento médico profesional. **Llame** o pida a alguien que llame para solicitar ayuda. Sin embargo, hay algunas medidas que puede tomar para **atender** a alguien que está herido pero cuya vida no está en peligro.

Controle el sangrado

- Cubra la herida con un apósito, y presione firmemente contra la herida (haciendo presión directa).
 - Eleve la parte lesionada por encima del
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Descarga de suministros para trabajadores de rescate en el sitio donde se estrelló el avión en Pensilvania el 13 de septiembre. La Cruz Roja puede hacer llegar alimentos, bebidas y otros suministros prontamente a casi cualquier lugar por la duración que sea necesaria.

nivel del corazón, pero sólo si cree que no hay ningún hueso roto.

- Cubra el apósito enrollándolo con una venda.
- Si el sangrado no cesa:
 - Aplique más apósitos y vendas.
 - Presione la arteria contra el hueso en un punto de presión.
- Dé atención para estado de shock.

Dé atención para estado de shock

- Procure que la víctima no tenga demasiado frío o calor.
- Elévele las piernas unas 12 pulgadas (sólo si cree que no tiene huesos rotos).
- No le dé comida ni bebida a la víctima.

Dé atención para quemaduras

- Detenga la quemadura enfriando la zona quemada con grandes cantidades de agua fresca.
- Cubra la quemadura con un apósito seco y estéril.

Dé atención para lesiones de músculos huesos y articulaciones

- No mueva la parte lesionada.
- Coloque hielo o una compresa helada para controlar la hinchazón y aliviar el dolor.
- Evite cualquier movimiento o actividad que cause dolor.
- Si tiene que mover a la víctima porque el lugar se vuelve peligroso, trate de inmovilizar la parte lesionada.

Esté al tanto de la exposición biológica o radiológica

- Preste atención a las noticias de la radio y televisión locales para tener la información más precisa de las autoridades gubernamentales y médicas responsables y para saber lo que está pasando y las medidas que debe tomar.
- Los sitios en Internet que se incluyen al final de este folleto ofrecen más información sobre cómo protegerse de la exposición a sustancias peligrosas de origen biológico o radiológico.

Reduzca riesgos al dar atención

El riesgo de contraer una enfermedad al dar primeros auxilios es extremadamente bajo. Sin embargo, para reducir el riesgo aun más:

- Evite el contacto directo con sangre y otros fluidos del cuerpo.
- Use equipo de protección, como por ejemplo guantes desechables y barreras de respiración de salvamento.
- Dentro de lo posible, lávese bien las manos con agua y jabón inmediatamente después de dar atención.

Es importante estar preparado para una emergencia y saber cómo dar atención de emergencia.

Para obtener más información

Todas estas recomendaciones sirven para cualquier problema que pueda surgir. Para obtener más información sobre cómo prepararse para un desastre y para estar a salvo cuando ocurra, o para inscribirse en un curso de primeros auxilios, reanimación cardiopulmonar (RCP) y desfibrilador externo automatizado (DEA), por favor comuníquese con la Cruz Roja Americana local. Busque bajo “American Red Cross” en su guía telefónica o bajo “Your Local Chapter” en www.redcross.org.

Para obtener información sobre los planes especiales de respuesta ante desastres y otras emergencias en su comunidad, comuníquese con la oficina local de administración de emergencias.

Para obtener información sobre lo que un negocio puede hacer para proteger a sus empleados y clientes y hacer planes para continuar con la actividad comercial, vea en Internet www.redcross.org/services/disaster/beprepared o solicite copias a la Cruz Roja Americana local de las publicaciones en inglés *Emergency Management Guide for Business and Industry* y *Preparing Your Business for the Unthinkable*.

Para obtener más información sobre efectos específicos de agentes químicos o biológicos, consulte los siguientes sitios en Internet (hasta la fecha en inglés solamente):

Centros para el Control y Prevención de Enfermedades de los Estados Unidos (CDC)
www.bt.cdc.gov

Departamento de Energía de los Estados Unidos
www.energy.gov

Departamento de Salud y Servicios Humanos de los Estados Unidos (HHS)
www.hhs.gov

Oficina Federal de Administración de Emergencias (FEMA)
www.rris.fema.gov

Organismo de Protección Ambiental (EPA)
www.epa.gov/swercepp



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Preparación para el terrorismo

Terrorismo

A diferencia de un huracán o de una inundación, es probable que NO HAYA NINGUNA ADVERTENCIA acerca de un ataque terrorista. Por lo tanto, las familias deben planificar por adelantado, comunicar el plan, probarlo y almacenar los suministros necesarios. El plan para desastres de su familia debe incluir CONTACTOS DE EMERGENCIA, identificación de los SITIOS DE REUNIÓN y un EQUIPO DE SUMINISTROS PARA DESASTRES.

Tenga un plan para desastres

Determine rutas de escape desde su casa y los sitios de reunión, incluyendo la escuela de un niño, la casa de un vecino o un sitio público.

Tenga un contacto fuera del estado, para que todos los miembros de la familia tengan un solo punto de contacto e identifique por lo menos dos maneras de contactarse (número telefónico, correo electrónico, etc.)

Planifique ahora qué hacer con sus mascotas en caso de que necesite evacuar.

Coloque los números de los teléfonos de emergencias al lado de los teléfonos, en el refrigerador, en su billetera y en las bolsas o mochilas escolares de sus hijos. Asegúrese de que sus hijos sepan cómo y cuándo llamar al 911.

Organice una habitación segura o un refugio improvisado en una habitación del piso superior, ya que los gases neurotóxicos y otros gases y nieblas tóxicas son más pesados que el aire. Tenga hojas plásticas y cinta para conductos o bolsas para residuos para sellar ventanas y puertas y cerrar los conductos de aire de los calefactores y de los aparatos de aire acondicionado.

Almacene alimentos de emergencia no perecederos y un equipo de suministros de emergencia.

Aprovisione su equipo de suministros para desastres con los siguientes elementos: AGUA como mínimo 4 litros (1 galón) por persona por día para tres días ALIMENTOS cantidad para tres a siete días MANTAS, ALMOHADAS y OTROS ARTÍCULOS DE CAMA ROPA MEDICAMENTOS PARA PRIMEROS AUXILIOS ARTÍCULOS ESPECIALES PARA BEBÉS O PARA ANCIANOS ARTÍCULOS DE TOCADOR O ALLITAS HUMEDECIDAS PILAS

PARA LINTERNA; RADIO que funcione a pilas y la radio del tiempo de la NOAA; DINERO EN EFECTIVO los bancos y los cajeros automáticos pueden estar cerrados o no disponibles durante períodos prolongados; JUEGO ADICIONAL DE LLAVES; JUGUETES, LIBROS Y JUEGOS; DOCUMENTOS IMPORTANTES; HERRAMIENTAS; VEHÍCULOS CON LOS TANQUES DE COMBUSTIBLE LLENOS; ARTÍCULOS PARA EL CUIDADO DE LAS MASCOTAS; CINTAS PARA CONDUCTOS Y HOJAS PLÁSTICAS.

Explosión

Abandone las instalaciones lo más rápida y calmadamente posible.

En caso de que caigan cosas desde arriba, refúgiase bajo una mesa fuerte o un escritorio y salga lo antes posible.

Si está atrapado entre escombros cúbrase la boca con un trozo de tela y golpee sobre un tubo o una pared para que el personal de rescate pueda oírlo. Gritar debe ser un último recurso, ya que podría inhalar cantidades peligrosas de polvo.

Agente bioquímico

Las autoridades le instruirán si debe buscar refugio y sellar el lugar o evacuar de inmediato.

Correo

No manipule cartas o paquetes sospechosos

Contacte de inmediato a las fuerzas de seguridad locales

Para obtener más información visite uno de estos sitios:

www.flash.org | www.floridadisaster.org

www.fema.org | www.ready.gov

Para obtener más información sobre el Programa proyecto de seguridad llame a nuestra mesa de ayuda gratuita al 1-877-221-SAFE, correo electrónico flash@flash.org o ingrese en www.blueprintforsafety.org.

¿Está preparado para un tornado?

Esto es lo que Ud. puede hacer para prepararse contra tal emergencia:

Prepare un Plan familiar contra tornados.

- ✓ Identifique un lugar donde los miembros de su familia puedan reunirse si un tornado se dirige hacia su hogar. Puede ser el sótano, pero si no hay un sótano, el vestíbulo o un corredor central, la sala de baño o un clóset en la planta más baja. Mantenga el lugar despejado.
- ✓ Si Ud. está en un rascacielos, puede que no tenga tiempo para dirigirse a la planta más baja. Elija un vestíbulo o corredor en el centro del edificio.

Reúna un botiquín de suministros para desastres que contenga:

- ✓ Botiquín de primeros auxilios y medicamentos esenciales.
- ✓ Comida enlatada y un abralatas.
- ✓ Por lo menos tres galones de agua por persona.
- ✓ Ropa de protección, ropa de cama o sacos de dormir.
- ✓ Radio a pilas, linterna y pilas de repuesto.
- ✓ Artículos especiales para bebés, ancianos, o familiares discapacitados.
- ✓ Instrucciones por escrito sobre cómo desconectar la electricidad, el gas y el agua si las autoridades le aconsejan hacerlo. (Recuerde, necesitará que un especialista conecte de nuevo el servicio de gas natural.)

Realice periódicamente ejercicios para casos de tornados, para que todos sepan qué hacer cuando azote un tornado.

Manténgase informado de los avisos de tornados.

- ✓ Escuche la emisoras locales de radio y televisión para recibir información actualizada sobre la tormenta.
- ✓ Sepa qué significa una ADVERTENCIA y un AVISO de tornado:
 - Una ADVERTENCIA de tornado significa que es posible que un tornado afecte su área.
 - Un AVISO de tornado significa que se ha observado un tornado y que puede estar dirigiéndose hacia su área. Diríjase inmediatamente a un lugar seguro.
- ✓ Las ADVERTENCIAS y los AVISOS de tornados los emiten el condado o la parroquia.

Si emiten una ADVERTENCIA de tornado...

- ✓ Escuche las emisoras locales de radio y televisión para recibir información actualizada.
- ✓ Preste atención a los cambios de clima. La basura o los desperdicios llevados por el viento o el ruido de un tornado que se acerca, puede servir de alerta. Muchas personas dicen que el sonido es semejante al de un tren de carga.

Si emiten un AVISO de tornado...

- ✓ Si Ud. está dentro de su casa, vaya al lugar seguro que identificó para protegerse de los vidrios y otros objetos llevados por el viento. El tornado puede estar acercándose a su área.
- ✓ Si Ud. está en el exterior, diríjase rápidamente al sótano de algún edificio sólido de la cercanía o tiéndase en el suelo en alguna zanja o en un terreno bajo.
- ✓ Si Ud. está en un automóvil o en una casa rodante, salga inmediatamente y diríjase a un lugar seguro (como en el punto anterior).

Después de que pase el tornado...

- ✓ Cuidese de los cables eléctricos caídos y quédese fuera de la zona damnificada.
- ✓ Escuche la radio para recibir información e instrucciones.
- ✓ Use una linterna para inspeccionar los daños de su hogar.
- ✓ No use velas bajo ninguna circunstancia.

Su contacto local es:

¿Está preparado para un tornado?

Olvídese de la idea de que "los remolinos" sólo ocurren en el Oeste Medio. Se han reportado tornados en todos los estados. Y aunque generalmente ocurren durante la primavera o el verano, pueden azotar en cualquier época del año.

Con vientos soplando a 200 o más millas por hora, un tornado puede destrozar casi todo lo que encuentre en su camino. Generalmente se dan señales y avisos meteorológicos que le alertarán a tomar precauciones.

Esté preparado haciendo que varios miembros de su familia realicen cada uno de los puntos de la lista de verificación siguiente. Luego reúnanse para discutir y concluir su Plan familiar contra desastres.

- _____ **Identifique un lugar dentro de su vivienda donde los miembros de su familia puedan reunirse si azota un tornado. (Si su hogar tiene sótano, hágalo su lugar seguro. Si no tiene sótano, tenga en cuenta un pasillo interior o una sala en la planta más baja). Asegúrese de que no hayan ventanas ni puertas de vidrio en el área. Mantenga despejado dicho lugar.**

Sótano: Sí No

Si cuenta con un sótano, es su lugar seguro. Si no cuenta con un sótano (o si se encuentra en un edificio alto) identifique otro lugar seguro.

Ubicación del lugar seguro: _____

- _____ **Si Ud. vive en una casa rodante, identifique otro lugar seguro en un edificio sólido cercano. (Si su urbanización de casas rodantes tiene designado un refugio, hágalo su lugar seguro.)**

Ubicación del lugar seguro: _____

- _____ **Prepare un botiquín de suministros para desastres en una caja bien identificada y fácil de llevar.**

Ubicación del botiquín de suministros para desastres: _____

- _____ **Escriba las instrucciones de cómo desconectar la electricidad, el agua, y el gas de su vivienda si las autoridades locales se lo aconsejan. (El servicio de gas lo debe conectar de nuevo un especialista.)**

Instrucciones escritas: _____
(fecha)

- _____ **Asegúrese de que todos los miembros de su familia conozcan el nombre del condado o de la parroquia donde viven o por la que viajan, ya que las ADVERTENCIAS y los AVISOS de tornados los emiten los condados o las parroquias.**

Nombre del condado/parroquia donde Ud. vive: _____

Nombre del condado/parroquia por la que viaja: _____

Hable con su familia sobre lo que deben hacer si emiten una ADVERTENCIA o un AVISO de tornado.

Y recuerde...si ocurre un tornado, un terremoto, una inundación, u otra emergencia en su comunidad, Ud. puede contar con que el Capítulo de la Cruz Roja Americana de su localidad estará allí presente para ayudar a usted y a su familia. La Cruz Roja no es una agencia gubernamental y depende de sus donaciones de tiempo, dinero, y sangre.

Para más información, póngase en contacto con el Capítulo de la Cruz Roja de su localidad, la oficina del Servicio Nacional de Meteorología, o la Agencia de Administración de Emergencias. También puede visitar los siguientes sitios de la Red de Internet:

Cruz Roja Americana (*American Red Cross*): www.redcross.org

Servicio Nacional de Meteorología (*National Weather Service*): www.nws.noaa.gov

Agencia Federal para la Administración de Emergencias (*Federal Emergency Management Agency*): www.fema.gov

¿Estás preparado para los incendios forestales?

Cada vez hay más hogares ubicados en zonas de bosques, áreas forestales, zonas rurales o en lugares de montaña remotos. Quienes viven en estos sitios pueden disfrutar de la belleza natural, sin embargo, corren peligro de enfrentarse a los incendios forestales.

Por lo general, los incendios forestales se inician sin que nadie los note. Se propagan a gran velocidad, haciendo arder la maleza, los árboles y las viviendas. Puedes reducir tu riesgo preparándote ahora mismo, *antes* de que ocurra un incendio de este tipo. Reúne a los miembros de la familia para decidir qué harán y adónde irán si los incendios forestales amenazan la zona. Haz lo que se describe a continuación para proteger a tu familia, tu vivienda y tus bienes.

Toma medidas de seguridad contra los incendios forestales

Los seres humanos son quienes provocan la mayoría de los incendios forestales. Es importante aprender a promover y poner en práctica medidas de protección contra estos incendios.

- Comunícate con el departamento de bomberos, departamento de salud u oficina de asuntos forestales de tu localidad para informarte sobre las leyes relacionadas con los incendios. Asegúrate de que los vehículos de rescate puedan llegar a tu casa. Fíjate que los caminos de entrada a la vivienda estén bien marcados y que el nombre y el número de la calle se puedan ver claramente.
- Notifica de inmediato sobre condiciones de peligro que podrían causar un incendio forestal.
- Educa a tus hijos sobre los incendios forestales. Nunca dejes fósforos al alcance de los niños.
- Coloca en un lugar de fácil acceso los números telefónicos para llamar en caso de incendio.
- Establece varias rutas de escape para tu hogar, para salir de la zona en automóvil y a pie.
- Conversa con tus vecinos sobre la seguridad contra los incendios forestales. Planifica con el vecindario para ayudarse mutuamente después de un incendio. Haz una lista de las habilidades o destrezas que tiene la gente del vecindario, como por ejemplo, experiencia médica o técnica. Contempla formas en que podrías ayudar a los vecinos que tienen necesidades especiales, como por ejemplo, las personas de edad avanzada o con discapacidad. No te olvides de los niños que podrían quedarse solos en la casa si los padres no pudiesen regresar.



Antes de que amenacen los incendios forestales

Ten en cuenta el peligro de incendios forestales cuando diseñes tu casa y tu jardín. Selecciona materiales y plantas que ayuden a contener un incendio, en vez de avivarlo. Emplea materiales resistentes al fuego o no combustibles en el techo y la estructura exterior de la vivienda. También puedes utilizar un retardador de llamas, un producto químico que debe contar con la certificación de Underwriters Laboratories, Inc. (“UL-listed”) para tratar la madera o productos combustibles que se encuentran en los techos, metal de revestimiento exterior de la vivienda, balcones o terrazas de madera o bordes decorativos exteriores. Planta arbustos y árboles que sean resistentes al fuego. Por ejemplo, los árboles de madera dura (de frondosas) son menos inflamables que la madera del pino, especies perennes, eucalipto o abeto.

Establece una zona de 30 a 50 pies alrededor de tu casa que esté libre de peligros

Dentro de esta zona, puedes tomar medidas para limitar la posible exposición a las llamas y al calor radiante. Las viviendas que se construyen en bosques de pino deben tener una zona de seguridad mínima de 100 pies a su alrededor. Si tu casa se encuentra en un terreno empinado, las medidas de protección regulares tal vez no sean suficientes. Comunícate con el departamento de bomberos o la oficina forestal de su localidad para informarte mejor.

- Rastrilla las hojas, ramas y palitos secos. Quita toda la vegetación que pueda arder.
- Saca las hojas y la basura que esté debajo de las estructuras.
- Deja 15 pies entre las copas de los árboles y elimina las ramas que estén a menos de 15 pies del suelo.
- Quita las ramas muertas que estén por encima del techo.
- Poda las ramas de los árboles y arbustos que se encuentren a menos de 15 pies de la chimenea de un hogar o cocina.
- Pide a la compañía de electricidad que despeje las ramas de los cables eléctricos.
- Elimina parras u otras plantas que trepen por la pared de tu vivienda.
- Corta el césped con regularidad.
- Deja una zona libre de 10 pies alrededor de los tanques de gas propano y de la parrilla. Coloca un protector de material no inflamable sobre la parrilla, con una malla de grosor máximo de ¼ de pulgada.
- Desecha la basura y los periódicos a menudo y en lugares aprobados para tal fin. Respeta las reglamentaciones locales sobre incineración.
- Echa las cenizas de la caldera, chimenea o parrilla en un balde de metal. Déjalas en remojo por dos días y luego entierra las cenizas frías en suelo mineral.



- ❑ Almacena la gasolina, los trapos con aceite y otros materiales inflamables en latas de seguridad aprobadas. Coloca las latas en un lugar seguro lejos de la base de la construcción o vivienda.
- ❑ Guarda la leña a una distancia mínima de 100 pies de la casa y cuesta arriba. No guardes combustible a menos de 20 pies. Quema leña únicamente en aparatos aprobados por UL.

Protege tu hogar

- Limpia el techo y las canaletas de desagüe con frecuencia.
- Inspecciona las chimeneas por lo menos dos veces al año. Límpialas una vez al año como mínimo. Mantén la compuerta de la chimenea en buen funcionamiento. Coloca protectores contra chispas que cumplan con los requisitos establecidos por el Código 211 de la Asociación Nacional de Protección contra Incendios (NFPA). (Llama al departamento de bomberos de tu zona para pedir las especificaciones exactas.)
- Coloca una malla de ½ pulgada debajo de los porches o terrazas, balcones, pisos y la casa misma. Instala también mallas de metal en las aperturas que dan a los pisos, techos y el ático/desván.
- Instala un detector de humo en cada piso de la casa, en especial cerca de los dormitorios. Verifica que funciona todos los meses y cambia las pilas dos veces al año.
- Enseña a cada persona de la familia cómo se usa el extintor de incendios (tipo ABC) y muéstrale dónde se guarda.
- Usa una heladera que no tenga espacio libre por encima (que llegue al techo).
- Considera instalar contraventanas protectoras o cortinas pesadas resistentes al fuego.
- Ten a mano herramientas del hogar que podrían ser útiles para combatir el fuego: rastrillo, hacha, serrucho de mano o sierra eléctrica, balde y pala.

Piensa en el suministro de agua que necesitarás

- Identifica y mantén una fuente exterior de agua suficiente, como por ejemplo, un pequeño estanque, cisterna, piscina o boca de incendio.
- Asegúrate de tener una manguera lo suficientemente larga para llegar a cualquier parte de la casa y estructuras que estén cerca de la casa dentro de tu terreno.
- Instala válvulas de agua anticongelantes por lo menos en dos lados de la casa y cerca de otras estructuras que estén en tu propiedad. Instala más válvulas a un mínimo de 50 pies de la vivienda.
- Considera conseguir una bomba eléctrica portátil de combustible para utilizar en caso de cortes de electricidad.



Si hay amenaza de incendios forestales

En caso de advertencia de incendios forestales en tu zona, escuche la radio portátil para mantenerse al tanto de las noticias y saber si debe abandonar su hogar. Sigue las instrucciones de los funcionarios de su localidad.

- Guarda tu automóvil en el garaje o estacionalo en un espacio abierto en la dirección de la ruta de escape. Cierra todas las puertas y ventanas. Deja la llave en el encendido. Cierre las puertas y ventanas del garaje, pero no las trabes ni pongas cerrojos. Desconecta los sistemas automáticos de la puerta del garaje.
- Pon a las mascotas en una habitación. Planifica el cuidado de tus animales en caso de que debas abandonar la vivienda o la zona.
- Haz arreglos para quedarte en casa de un amigo o familiar fuera de la zona afectada.

Si te indican que debes abandonar el lugar, hazlo de inmediato

- Ponte ropa que te proteja: zapatos resistentes, vestimenta de algodón o lana, pantalones largos, camiseta de mangas largas, guantes y un pañuelo para proteger tu rostro.
- Lleva tu equipo de suministros para casos de desastre.
- Cierra con llave la puerta de la casa.
- Avisa a alguien cuándo te marchaste y adónde te diriges.
- Sigue una ruta que te aleje del peligro del incendio. Observa con cuidado los cambios en la velocidad y la dirección del fuego y el humo.

Si no estás seguro de que tienes tiempo para escapar, haz lo siguiente para proteger tu casa:

Adentro:

- Cierra las ventanas, entradas de aire, puertas, persianas u otro tipo de cobertor de ventanas y cortinas pesadas. Quita las cortinas ligeras.
- Cierra la válvula de gas en el medidor. Apaga la llama piloto del calentador.
- Abre la compuerta de la chimenea. Cierra la malla protectora de la chimenea.
- Traslada los muebles inflamables al centro de la casa, lejos de las ventanas y las puertas de vidrio corredizas.
- Enciende una luz en cada habitación de la casa para aumentar la visibilidad si hay mucho humo.



Afuera:

- Sella las entradas de aire del ático/desván y las que se encuentran al nivel del piso utilizando madera precortada u otros productos comerciales para sellarlas.
- Cierra la válvula de los tanques de propano.
- Guarda adentro de la casa los muebles inflamables del patio.
- Conecta la manguera del jardín a los grifos de afuera.
- Prepara la bomba eléctrica portátil que funciona a gasolina.
- Coloca los rociadores para el césped en el techo y cerca de los tanques de combustible que están en la superficie. Moja el techo.
- Humedece o quita arbustos que estén a menos de 15 pies de la casa.
- Ten a mano las herramientas para combatir incendios.

Suministros de emergencia

Cuando hay peligro de incendios forestales, no hay tiempo para hacer compras ni buscar suministros. Prepara con anticipación un equipo de suministros para casos de desastre con los artículos que podrías necesitar si tienes que abandonar tu vivienda. Guarda los suministros en recipientes resistentes y fáciles de llevar, como por ejemplo, mochilas, bolsos grandes o botes de basura.

No olvides lo siguiente:

- Una provisión de agua para tres días (un galón de agua por persona, por día) y alimentos que no se estropeen.
- Un cambio de ropa y zapatos para cada persona y una manta o bolsa de dormir para cada persona.
- Un botiquín de primeros auxilios que incluya medicamentos recetados.
- Artículos de emergencia tales como, radio portátil que funcione con pilas, linterna y suficientes pilas de repuesto.
- Un juego adicional de llaves del automóvil, tarjeta de crédito, efectivo o cheques de viajero.
- Artículos sanitarios.
- Artículos especiales para bebés, personas de edad avanzada o con discapacidad.
- Un par de anteojos más.

Guarda los documentos importantes de la familia en un recipiente impermeable. Prepara una versión más pequeña de este equipo de suministros para el baúl del automóvil.

Haz un plan familiar para casos de desastre

Los incendios forestales y otros tipos de catástrofes (huracanes, inundaciones, tornados, terremotos, derrame de sustancias peligrosas, tormentas de invierno) azotan con gran velocidad y sin aviso. Trabajar juntos para prepararse con anticipación ayuda a enfrentar estos desastres. Reúnete con tu familia para preparar un plan para casos de desastre.



Comunícate con la oficina local de gestión de emergencias, oficina de defensa civil o la Cruz Roja Americana local

- Averigua sobre los peligros que pueden afectar a tu comunidad.
- Pregunta cómo te avisarán sobre los peligros.
- Aprende a prepararte para cada tipo de desastre.

Reúnete con tu familia

- Conversa sobre los distintos tipos de desastres que podrían ocurrir.
- Explica la forma de prepararse y responder a cada tipo de desastre.
- Menciona el sitio adonde irán y las cosas que llevarán si tienen que irse de la casa.
- Practica con todos las medidas que establezcan.

Decide la forma en que se comunicarán si se separan a causa del desastre

- Establece dos lugares de encuentro:
 - 1) un lugar a una distancia prudente de la vivienda en caso de incendio en el hogar
 - 2) un lugar fuera del vecindario en caso de que no puedan regresar al hogar
- Designa a un amigo que viva fuera de la ciudad para que todos lo llamen y avisen cómo están.

Haz lo siguiente

- Pon la lista de números de emergencia al lado de cada teléfono.
- Muestra a los adultos responsables de la casa cómo se cierran las válvulas principales del gas y la electricidad.
- Comunícate con el departamento de bomberos local para informarte más sobre los peligros de incendio en el hogar.
- Aprende primeros auxilios y reanimación cardiopulmonar. Comunícate con la oficina local de la Cruz Roja Americana para obtener más información y capacitación.

Practica y repasa estas medidas.

El Programa de Protección Familiar de la Agencia Federal para el Manejo de Emergencias (FEMA) es una iniciativa nacional para ayudar a la gente a prepararse para catástrofes de distintos tipos. Para obtener más información, comunicarse con la oficina de gestión de emergencias local o estatal.

FEMA
P.O. Box 70274



¿Está preparado para una tormenta de invierno?

Esto es lo que Ud. puede hacer para prepararse contra tal emergencia:

Prepare un Plan familiar contra las tormentas de invierno.

- ✓ Tenga mantas adicionales a mano.
- ✓ Asegúrese de que cada miembro de su hogar tenga un abrigo grueso, guantes o mitones, gorro y botas impermeables.

Prepare un botiquín de suministros para desastres que contenga:

- ✓ Un botiquín de primeros auxilios y medicamentos esenciales.
- ✓ Comida enlatada y un abrelatas.
- ✓ Al menos tres galones de agua por persona.
- ✓ Ropa de protección, impermeables, y ropa de cama o sacos de dormir.
- ✓ Radio meteorológica de NOAA, radio portátil, linterna, y pilas de repuesto.
- ✓ Artículos especiales para bebés, ancianos, o familiares discapacitados.
- ✓ Ropa extra abrigada, botas impermeables, guantes, y un gorro.
- ✓ Prepare también un botiquín de suministros para desastres para su automóvil.

Prepare su automóvil para el invierno antes de que comience la temporada de tormentas invernales.

Manténgase sintonizado a los avisos de tormenta.

- ✓ Escuche la emisora "NOAA Weather Radio" y las emisoras locales de radio y TV para obtener información actualizada sobre la tormenta.
- ✓ Conozca lo que significan las ADVERTENCIAS y los AVISOS de tormenta de invierno:

- ✓ Una ADVERTENCIA de tormenta de invierno significa que es posible que una tormenta de invierno afecte su región.
- ✓ Un AVISO de tormenta de invierno significa que una tormenta de invierno se dirige hacia su región.
- ✓ Un AVISO de ventisca significa que se esperan fuertes vientos, viento con nieve y vientos helados peligrosos. ¡Busque refugio de inmediato!

Si emiten una ADVERTENCIA de tormenta de invierno...

- ✓ Escuche la emisora "NOAA Weather Radio" y las emisoras locales de radio y TV, o de TV por cable, como el "Weather Channel" (Canal del Clima), para obtener información más actualizada.
- ✓ Preste atención a las condiciones climáticas cambiantes.
- ✓ Evite los viajes innecesarios.

Si emiten un AVISO de tormenta de invierno...

- ✓ Quédese puertas adentro durante la tormenta.
- ✓ Si debe salir, recuerde que muchas capas de ropa liviana lo mantendrán más abrigado que un solo abrigo pesado. Guantes (o mitones) y un gorro prevendrán la pérdida de calor del cuerpo. Cubra su boca para proteger sus pulmones.
- ✓ Comprenda los peligros del factor térmico, que combina el enfriamiento producido por el viento y las temperaturas bajas sobre la piel expuesta.
- ✓ A medida que aumenta el viento, el calor abandona el cuerpo de una persona a una velocidad acelerada, bajando la temperatura del cuerpo.
- ✓ Camine cuidadosamente sobre superficies con nieve o hielo.
- ✓ Después de la tormenta, si palea nieve, tenga mucho cuidado. Es un

trabajo físico extenuante, por lo tanto, tome frecuentes descansos. Evite esforzarse excesivamente.

Evite viajar en automóvil durante una tormenta, pero si debe hacerlo...

- ✓ Lleve suministros de emergencia en el portamaletas del automóvil.
- ✓ Mantenga el tanque de gasolina de su automóvil lleno de combustible para uso durante emergencias y evite que se congele la tubería de paso del combustible.
- ✓ Haga saber a alguien su destino final, su ruta y cuándo espera llegar. Si su automóvil queda atascado por el camino, se le podrá enviar ayuda a lo largo de su ruta preterminada.

Si se queda atascado...

- ✓ Permanezca dentro de su automóvil. No trate de caminar hacia un lugar seguro.
- ✓ Ate un trozo de tela de colores llamativos (preferiblemente rojo) a la antena, para que los rescatadores lo vean.
- ✓ Encienda el motor y use la calefacción por aproximadamente 10 minutos cada hora. Mantenga el tubo de escape sin obstrucciones para que los gases no retornen al interior del automóvil.
- ✓ Deje la luz de interior prendida cuando el motor esté en marcha para que puedan verle.
- ✓ Mientras esté sentado, mantenga en movimiento sus brazos y sus piernas para hacer circular la sangre y conservar el calor del cuerpo.
- ✓ Mantenga ligeramente abierta una de las ventanas del lado opuesto a la dirección del viento para dejar entrar oxígeno.

Su contacto local es:

¿Está preparado para una tormenta de invierno?

Planifique y prepárese:

Las tormentas de invierno acarrearán hielo, nieve, bajas temperaturas y, a menudo, condiciones peligrosas para manejar. Aun pequeñas cantidades de nieve e hielo pueden causar problemas serios en los estados del sur, donde las tormentas de invierno no son frecuentes.

Esté preparado haciendo que varios miembros del hogar realicen cada punto de la lista de verificación siguiente:

_____ **Prepare un botiquín de suministros para desastres para su hogar en una caja claramente identificada y fácil de llevar.**

Ubicación del botiquín de suministros para desastres: _____

_____ **Prepare otro botiquín de suministros para desastres para el portamaletas de cada automóvil utilizado por los miembros de su hogar. Incluya mantas, juegos adicionales de ropa seca, una pala, arena, cadenas de nieve para las ruedas, cables para hacer funcionar la batería, un botiquín de primeros auxilios, una linterna con pilas de repuesto y un trozo de tela de colores llamativos para atar a la antena.**

Botiquín de suministros para desastres para el auto preparado y puesto dentro del(los) automóvil(es):

_____ (fecha)

_____ **Prepare el(los) automóvil(es) para el invierno antes de comenzar la temporada de tormentas de invierno.**

Automóvil(es) preparado(s) para el invierno: _____ (fecha)

_____ **Designe a un miembro del hogar como líder para la preparación contra tormentas de invierno. Haga que él o ella converse sobre qué hacer si emiten una ADVERTENCIA o un AVISO de tormentas de invierno. Haga que otro miembro del hogar mencione qué haría él o ella si es sorprendido(a) a la intemperie o dentro de un vehículo durante una tormenta de invierno.**

Líder del hogar para la preparación contra tormentas de invierno: _____

_____ **Tome un curso de primeros auxilios de la Cruz Roja Americana para aprender cómo atender las exposiciones al frío, la congelación y la hipotermia.**

Miembro(s) del hogar adiestrados en primeros auxilios: _____

Certificados válidos hasta: _____ (fecha)

Y recuerde...si ocurre una tormenta de invierno, un tornado, un terremoto, una inundación, un incendio u otra emergencia en su comunidad, Ud. puede contar con que el Capítulo de la Cruz Roja Americana de su localidad estará allí presente para ayudar a Ud. y a sus seres queridos. La Cruz Roja no es una agencia gubernamental y depende de sus donaciones de tiempo, dinero y sangre.

Para más información, llame al Capítulo local de la Cruz Roja, a la oficina del Servicio Nacional de Meteorología o a la Agencia de Administración de Emergencias. También puede visitar los siguientes sitios de la Red de Internet:

Cruz Roja Americana (*American Red Cross*): www.redcross.org

Servicio Nacional de Meteorología (*National Weather Service*): www.nws.noaa.gov

Agencia Federal para la Administración de Emergencias (*Federal Emergency Management Agency*): www.fema.gov



Mantenga los alimentos y el agua en buen estado después de un desastre natural o interrupción del suministro de energía eléctrica

LOS ALIMENTOS

Es posible que durante una situación de emergencia o después de la misma, los alimentos no estén en buen estado como para consumirlos. El agua para beber, cocinar y para la higiene personal es aquella embotellada, hervida o tratada. Su departamento de salud local o estatal puede hacer recomendaciones específicas para hervir o tratar el agua en su zona.

Identifique y bote a la basura los alimentos cuyo consumo pudiera ser peligroso.

- Bote a la basura cualquier alimento que haya podido estar en contacto con el agua de una tormenta o inundación.
- Bote los alimentos que tengan olor, color o textura anormal.
- Bote los alimentos perecederos (incluidos la carne, el pollo, el pescado, los huevos y las sobras) que hayan estado a 40 grados Fahrenheit (4.5 grados Celsius) o más, por 2 horas o más.
- Los alimentos descongelados que tengan cristales de hielo o que hayan estado a menos de 40 grados Fahrenheit (4.5 grados Celsius) pueden cocinarse o volverse a congelar.
- Bote todos los alimentos enlatados cuyos envases estén abiertos, dañados o inflados.
- Los recipientes de alimentos con tapas de rosca, tapas a presión, tapas endentadas (botellas de refrescos), tapas de media rosca y otros tipos de tapas que se abren manualmente y los alimentos enlatados en casa se deben desechar si han estado en contacto con las aguas de la inundación ya que no se pueden desinfectar.
- Si las latas han estado en contacto con el agua de una tormenta o inundación, quíteles la etiqueta, lávelas y métalas en una solución de 1 taza de cloro de uso doméstico con 5 galones (19 litros) de agua. Etiquete nuevamente las latas con un marcador.
- No use agua contaminada para lavar trastos, cepillarse los dientes, lavar o preparar comida, lavarse las manos, hacer hielo ni preparar fórmula para bebé.

Almacene los alimentos en forma segura.

- Mantenga cerradas las puertas de la nevera y el congelador el mayor tiempo posible hasta que regrese la electricidad.
- Si no va a haber electricidad por más de 4 horas, ponga en la nevera bloques de hielo o hielo seco. Para tocar el hielo use guantes gruesos.

Alimentación de bebés y niños pequeños

- Si los bebés están siendo amamantados, deben seguir siendo amamantados. Para los bebés que toman fórmulas, se les debe dar las fórmulas que vienen preparadas, si es posible. Si no es posible utilizar fórmulas ya preparadas, lo mejor es usar agua embotellada para preparar las fórmulas en polvo o concentradas. Si no hay disponible agua embotellada, use agua hervida. Use agua tratada para preparar las fórmulas solamente si no tiene agua embotellada o hervida.

Mantenga los alimentos y el agua en buen estado después de un desastre natural o interrupción del suministro de energía eléctrica
(continuación de la página anterior)

- Si prepara las fórmulas con agua hervida, deje que el tetero se enfríe lo suficiente antes de dárselo al bebé.
- Lave los biberones (teteros) y chupos (mamilas) de los biberones con agua embotellada, hervida o tratada antes de usarlos.
- Lávese las manos antes de preparar los teteros y antes de alimentar al bebé. Usted puede usar un desinfectante de manos a base de alcohol para limpiarse las manos si no tiene agua suficiente.

Recursos relacionados:

- **USDA Meat and Poultry Hotline (Línea telefónica gratuita para preguntas sobre carnes y aves de corral del Departamento de Agricultura de Estados Unidos): 1-888-MPHotline.**
Disponible para atender preguntas e inquietudes de los consumidores sobre la seguridad de los alimentos.
- [USDA Alert: Keeping Food Safe During Flooding and Power Outages](http://www.usda.gov/2005/08/0340.xml) (Alerta del USDA: Cómo mantener los alimentos en buen estado durante una inundación e interrupción del servicio de energía eléctrica) (<http://www.usda.gov/2005/08/0340.xml>)
Información del USDA sobre seguridad de los alimentos relacionada con el huracán Katrina
- [Hand Hygiene in Emergency Situations](http://www.bt.cdc.gov/disasters/hurricanes/handwashing.asp) (Lavado de las manos durante una situación de emergencia) (<http://www.bt.cdc.gov/disasters/hurricanes/handwashing.asp>)
cuándo y cómo lavarse las manos sin agua corriente
- [Keeping Food Safe in an Emergency, U.S. Department of Agriculture](http://www.fsis.usda.gov/Fact_Sheets/keeping_food_safe_during_an_emergency/index.asp) (Cómo mantener los alimentos en buen estado durante una emergencia, Departamento de Agricultura de los EE. UU.) (http://www.fsis.usda.gov/Fact_Sheets/keeping_food_safe_during_an_emergency/index.asp)
Hoja informativa general y preguntas frecuentes sobre la seguridad de los alimentos y del agua, y guía sobre cuándo desechar alimentos percederos
- [www.foodsafety.gov - Consumer Advice: Disaster Assistance with Food](http://www.foodsafety.gov/en_espanol/Como_Mantener_los_Alimentos_Sanos_Durante_una_Emergencia/index.asp)
(Advertencia al consumidor: manejo de los alimentos en situaciones de desastre) (http://www.fsis.usda.gov/en_espanol/Como_Mantener_los_Alimentos_Sanos_Durante_una_Emergencia/index.asp)
Contiene recursos sobre la seguridad de los alimentos en casos de incendios, inundaciones, huracanes, interrupción del servicio eléctrico, etc.
- [Food Safety Information for Hurricane Aftermath, FDA](http://www.cfsan.fda.gov/~dms/sfsdisas.html) (Información de la Administración de Drogas y Alimentos de los Estados Unidos sobre la seguridad de los alimentos después de un huracán (<http://www.cfsan.fda.gov/~dms/sfsdisas.html>)
Consejos para la protección de la salud de las personas y del abastecimiento de alimentos
- [Food Safety Office, CDC](http://www.cdc.gov/foodsafety/) (Oficina de Seguridad de Alimentos de los CDC) (<http://www.cdc.gov/foodsafety/>)
Información completa sobre seguridad de los alimentos
- [Being Prepared, American Red Cross](http://www.redcross.org/services/disaster/beprepared/) (Cómo prepararse, Cruz Roja Americana) (<http://www.redcross.org/services/disaster/beprepared/>)

Mantenga los alimentos y el agua en buen estado después de un desastre natural o interrupción del suministro de energía eléctrica

(continuación de la página anterior)

Sitio web completo sobre la manera de prepararse para las emergencias, incluidas las interrupciones del servicio eléctrico.

El agua

Es posible que, después de una emergencia como la causada por un huracán o una inundación, el agua no esté en un estado lo suficientemente adecuado como para beberla, limpiar o bañarse con ella. Durante una catástrofe y después de la misma, el agua puede contaminarse con microorganismos (como las bacterias), aguas negras (del alcantarillado), desechos agrícolas o industriales, productos químicos u otras sustancias que pueden causar una enfermedad o hasta la muerte. Esta hoja informativa ofrece la guía siguiente para ayudarle a mantener el agua en un estado adecuado para su consumo:

- Escuche y siga las instrucciones de las autoridades. Las autoridades locales le dirán si puede tomar el agua de la llave o si puede usarla para cocinar o bañarse. Si el agua no está en buen estado para su uso, siga las instrucciones de las autoridades locales de usar agua embotellada o de hervir o desinfectar el agua para cocinar, limpiar o bañarse.
- Hasta que se haya analizado el agua y determinado que su estado es adecuado para el consumo, use agua embotellada, hervida o tratada para beber, cocinar o preparar alimentos, lavar trastos, limpiar, cepillarse los dientes, lavarse las manos, hacer hielo y bañarse (sin embargo, consulte la sección de alimentos para bebés). Usted puede usar un desinfectante de manos a base de alcohol para limpiarse las manos si no tiene agua suficiente.
- Si usa agua embotellada, asegúrese de que venga de una fuente segura. Si no está seguro de dónde viene el agua, debe hervirla o tratarla antes de usarla.
- Hervir el agua, cuando resulte práctico, es la manera preferida de matar bacterias y parásitos dañinos. La mayoría de los organismos mueren cuando el agua hierve por 1 minuto. Hervir el agua no elimina los contaminantes químicos. Si usted sospecha o se le ha informado que el agua está contaminada con sustancias químicas, busque otra fuente de agua, como el agua embotellada.
- Cuando no pueda hervir el agua, puede tratarla con pastillas de cloro o de yodo o con cloro de uso doméstico inodoro (5.25% de hipoclorito de sodio). Si usa pastillas de cloro o de yodo, siga las instrucciones que vienen con las pastillas. Si usa cloro de uso doméstico, agregue 1/8 de cucharadita (~0.75 mL) de cloro a cada galón (3.8 litros) de agua si el agua es clara. Si el agua es turbia, agregue 1/4 de cucharadita (~1.50 mL) de cloro de uso doméstico a cada galón (3.8 litros) de agua. Mezcle bien la solución y déjela reposar por unos 30 minutos antes de usarla. Tratar el agua con pastillas de cloro o de yodo o con cloro de uso doméstico líquido no matará muchos parásitos. Hervir el agua es la mejor manera de matar estos organismos.
- No confíe en métodos o dispositivos para la desinfección del agua que no hayan sido recomendados ni aprobados por las autoridades de salud locales. Solicite al departamento de salud local que le aconseje sobre los productos para el tratamiento del agua que se anuncian comercialmente.
- Utilice con cautela los tanques de almacenamiento de agua o cualquier otro tipo de envases. Por ejemplo, los tanques de los camiones de bomberos, así como las latas o frascos ya utilizados podrían estar contaminados con microbios o sustancias químicas. Los recipientes para el agua deben ser lavados cuidadosamente y luego enjuagados con una solución a base de cloro de uso doméstico antes de que sean utilizados.
 - Mezcle agua limpia y jabón en un recipiente. Agite o revuelva el agua para limpiar el interior del recipiente, luego enjuague.

Mantenga los alimentos y el agua en buen estado después de un desastre natural o interrupción del suministro de energía eléctrica

(continuación de la página anterior)

- Desinfecte los recipientes de un galón o de un litro de capacidad, con una solución de base de cloro de aproximadamente una cucharadita (4.9 mL) de cloro de uso doméstico (al 5.25%) en una taza de agua (240 mL).
- Tape el recipiente y agite bien la solución a base de cloro de manera que entre en contacto con todas las superficies internas del mismo. Deje reposar el recipiente tapado durante 30 minutos; luego enjuáguelo con agua potable.
- Después de que bajen las aguas de la inundación, habrá que hacer pruebas para determinar la calidad del agua de los pozos privados inundados y proceder a su desinfección. Si usted sospecha que su pozo de agua está contaminado, comuníquese con el departamento de salud o agencia de extensión agrícola de su localidad o estado para pedir consejos específicos. Para obtener instrucciones generales consulte la sección [Desinfección de pozos después de una emergencia](http://www.bt.cdc.gov/disasters/espanol/wellsdisinfect.asp) (<http://www.bt.cdc.gov/disasters/espanol/wellsdisinfect.asp>).
- Siga medidas básicas de higiene. Lávese las manos con jabón y agua embotellada o que haya sido hervida o desinfectada. Lávese las manos antes de preparar o comer alimentos, después de usar el baño, después de haber participado en actividades de limpieza y después de manipular artículos contaminados por las aguas de la inundación o aguas negras. Use un desinfectante de manos a base de alcohol para limpiarse las manos si no tiene suficiente agua limpia.

Recursos relacionados:

- [Limpieza y desinfección con cloro después de una emergencia](http://www.bt.cdc.gov/disasters/bleach.asp) (<http://www.bt.cdc.gov/disasters/bleach.asp>)
- [Desinfección de pozos después de una emergencia](http://www.bt.cdc.gov/disasters/espanol/wellsdisinfect.asp) (<http://www.bt.cdc.gov/disasters/espanol/wellsdisinfect.asp>)
- [Inundaciones](http://www.bt.cdc.gov/disasters/floods/espanol/) (<http://www.bt.cdc.gov/disasters/floods/espanol/>)
- [Guidelines for the Management of Acute Diarrhea \(for Healthcare Providers\)](http://www.bt.cdc.gov/disasters/hurricanes/dguidelines.asp) (<http://www.bt.cdc.gov/disasters/hurricanes/dguidelines.asp>)
La incidencia de casos de diarrea aguda puede aumentar después de una situación de desastre, cuando el acceso al servicio eléctrico, agua limpia e instalaciones sanitarias es limitado
- [Hand Hygiene in Emergency Situations](http://www.bt.cdc.gov/disasters/hurricanes/handwashing.asp) (Lavado de las manos durante una situación de emergencia) (<http://www.bt.cdc.gov/disasters/hurricanes/handwashing.asp>)
Cuándo y cómo lavarse las manos si no hay agua corriente

Escuche la radio o la televisión para enterarse de la información de emergencia de última hora.

Para obtener más información, consulte emergency.cdc.gov
o llame a los CDC al 800-CDC-INFO (800-232-4636, inglés y español) o llame al 888-232-6348 (TTY).

Versión en español aprobada por CDC Multilingual Services – Order # 5578

22 de julio de 2008

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DEPARTAMENTO DE SALUD Y SERVICIOS HUMANOS
CENTROS PARA EL CONTROL Y LA PREVENCIÓN DE ENFERMEDADES
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Appendix C

Resources for Emergency Managers

Overview

This appendix lists the materials on the CD-ROM accompanying this Tool Kit which are intended as background and supplemental reading for emergency managers seeking to better engage, reach, and include Latinos and other culturally diverse and immigrant communities in their disaster planning and mitigation efforts.

These materials are drawn from a variety of reputable sources: university public health centers, state health departments and outreach initiatives, national health and civil rights agencies, and others, and they include many useful tools and guides to round out and enhance the information found in the Tool Kit.

The materials are organized under the three main topics outlined in the Tool Kit:

- Latino Community Engagement in Emergency Planning
- Reaching Latinos: Communications and Outreach
- Access and Inclusion: Serving Latinos during and after Emergencies

The majority are written guides, including workbooks and course materials from the Centers for Disease Control and Prevention (CDC), federally issued guidelines and standards pertaining to a range of issues, and other informative papers and reports developed by the U.S. Department of Health and Human Services, the National Immigration Law Center, and others.

Also included are several webcasts from Emergency and Community Health Outreach (ECHO) of Minnesota which serve as examples of successful outreach and communications strategies, as well as PowerPoint presentations courtesy of the Center for Infectious Diseases and Emergency Readiness at the University of California; Berkley School of Public Health; the Society of Public Health Education; and the California Primary Care Association.

While NCLR has a high degree of confidence in these sources, not all have been tested with Hispanic community members, and not all tests have been evaluated independently.

RESOURCES FOR EMERGENCY MANAGERS PROVIDED ON THE TOOL KIT CD-ROM, BY TOPIC
LATINO COMMUNITY ENGAGEMENT IN EMERGENCY PLANNING

CD-ROM INDEX	TYPE	DESCRIPTION	SOURCE
CD Index 1.1	Written Material	Public Health Workbook to Define, Locate, and Reach Special, Vulnerable, and At-Risk Populations in an Emergency	Centers for Disease Control and Prevention
CD Index 1.2	Written Material	Emergency Planning for Culturally and Linguistically Diverse (CALD) Communities	Emergency Management Australia
CD Index 1.3	Written Material	Guidelines for Emergency Managers working with Culturally and Linguistically Diverse Communities	Emergency Management Australia
CD Index 1.4	Written Material	Community Engagement: Leadership Tool for Catastrophic Health Events	Biosecurity and Bioterrorism: Biodefense Strategy, Practice, and Science
CD Index 1.5	Written Material	National Association of State Offices of Minority Health list of state offices and directors	National Association of State Offices of Minority Health
CD Index 1.6	PowerPoint	Partnering with Community and Faith-Based Organizations to Enhance Community Emergency Preparedness	University of California, Berkeley School of Public Health - Center for Infectious Diseases and Emergency Readiness
CD Index 1.7	PowerPoint	Special Needs and Vulnerable Populations In Emergency Preparedness	University of California, Berkeley School of Public Health - Center for Infectious Diseases and Emergency Readiness
CD Index 1.8	PowerPoint	Introduction to Vulnerable Populations and Preparedness Planning	University of California, Berkeley School of Public Health - Center for Infectious Diseases and Emergency Readiness
CD Index 1.9	PowerPoint	The Joy and Power of Disaster Preparedness	University of California, Berkeley School of Public Health - Center for Infectious Diseases and Emergency Readiness
CD Index 1.10	Written Material	Drills & Exercises: Operation Recovery	New York City Office of Emergency Management

RESOURCES FOR EMERGENCY MANAGERS PROVIDED ON THE TOOL KIT CD-ROM, BY TOPIC REACHING LATINOS: COMMUNICATIONS AND OUTREACH			
CD-ROM INDEX	TYPE	DESCRIPTION	SOURCE
CD Index 2.1	Webcast	Government and You in Emergencies	Emergency and Community Health Outreach
CD Index 2.2	Webcast	Tuberculosis (TB) Awareness and Treatment	Emergency and Community Health Outreach
CD Index 2.3	Webcast	Seasonal and Pandemic Flu Differences	Emergency and Community Health Outreach
CD Index 2.4	Webcast	Individual and Family Emergency Preparedness Plans	Emergency and Community Health Outreach
CD Index 2.5	Webcast	Isolation and Quarantine Care	Emergency and Community Health Outreach
CD Index 2.6	Website	Limited English Proficiency, A Federal Interagency Website	U.S. Department of Justice
CD Index 2.7	Written Material	Public Health Workbook to Define, Locate and Reach Special, Vulnerable, and At-Risk Populations in an Emergency	Centers for Disease Control and Prevention
CD Index 2.8	Written Material	Crisis and Emergency Risk Communication Course	Centers for Disease Control and Prevention
CD Index 2.9	Written Material	Guidelines on Cultural Diversity and Disaster Management	The Disaster Preparedness Resources Centre - The University of British Columbia
CD Index 2.10	Written Material	Barriers to and Facilitators of Effective Risk Communication among Hard-to-Reach Populations in the Event of a Bioterrorist Attack or Outbreak	Texas Department of Health
CD Index 2.11	Written Material	Crisis and Emergency Risk Communication (CERC): Pandemic Influenza	Centers for Disease Control and Prevention
CD Index 2.12	Written Material	Bridging the Cultural Divide: Cultural Competence in Public Safety	ENMP Magazine
CD Index 2.13	Written Material	National Standards for Culturally and Linguistically Appropriate Services (CLAS) in Health Care	U.S. Department of Health and Human Services - Office of Minority Health
CD Index 2.14	PowerPoint	Reaching Out to Vulnerable Populations During Public Health Emergencies	Society of Public Health Education
CD Index 2.15	PowerPoint	Community Clinic and Health Center Emergency Operations Plan Implementation	California Primary Care Association

RESOURCES FOR EMERGENCY MANAGERS PROVIDED ON THE TOOL KIT CD-ROM, BY TOPIC ACCESS AND INCLUSION: SERVING LATINOS DURING AND AFTER EMERGENCIES			
CD-ROM INDEX	TYPE	DESCRIPTION	SOURCE
CD Index 3.1	Written Material	Developing Cultural Competence in Disaster Mental Health	U.S. Department of Health & Human Services - SAMHSA
CD Index 3.2	Written Material	Immigrant Eligibility for Disaster Assistance	American Red Cross, National Council of La Raza, and National Immigration Law Center
CD Index 3.3	Written Material	Guía de Respuesta a Emergencias de Salud Pública: Para directores de salud pública estatales, locales y tribales	Centers for Disease Control and Prevention
CD Index 3.4	Written Material	Bridging the Gap: The September 11th Disaster Response and Immigrants' Access to Mental Health Services in New York City	New York Immigration Coalition
CD Index 3.5	Written Material	Community Food Stamp Agencies Outreach Toolkit	U.S. Department of Agriculture
CD Index 3.6	Written Material	Guide to Immigrant Eligibility for Federal Programs	National Immigration Law Center
CD Index 3.7	Written Material	Guiding Principles on Internal Displacement	United Nation's Office of the High Commissioner for Human Rights
CD Index 3.8	Written Material	Executive Order 13166 - Limited English Proficiency Resource Document: Tips and Tools from the Field	U.S. Department of Justice, Civil Rights Division

Appendix D

Project to Enhance the Capacity of Emergency Managers to Respond to Latino Communities

Formative Research Report

Prepared for the Office of Minority Health,
U.S. Department of Health and Human Services

August 2010

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I. Introduction

The National Council of La Raza (NCLR)—the largest national Hispanic civil rights and advocacy organization in the United States—works to improve opportunities for Hispanic Americans. Through its network of nearly 300 affiliated community-based organizations (CBOs), NCLR reaches millions of Hispanics each year in 41 states, Puerto Rico, and the District of Columbia. To achieve its mission, NCLR conducts applied research, policy analysis, and advocacy, providing a Latino perspective in five key areas—assets/investments, civil rights/immigration, education, employment and economic status, and health. In addition, it provides capacity-building assistance to its Affiliates who work at the state and local level to advance opportunities for individuals and families.

Founded in 1968, NCLR is a private, nonprofit, nonpartisan, tax-exempt organization headquartered in Washington, DC. NCLR serves all Hispanic subgroups in all regions of the country and has regional offices in Chicago, Los Angeles, New York, Phoenix, and San Antonio.

NCLR's health programs are housed in the Institute for Hispanic Health (IHH), whose mission is to improve the health and well-being of Hispanics. IHH works to reduce the incidence, burden, and impact of health problems in the Hispanic community by designing, testing, and evaluating science-based health interventions that are culturally competent and linguistically appropriate, and preparing them for replication. IHH supports community mobilization through *promotores de salud* (lay health educators) programs, provides capacity-building support to CBOs, shapes and implements mass media outreach campaigns, conducts professional development activities, and conducts research and evaluations.

Funded by the Office of Minority Health (OMH) to create a tool kit for emergency managers on how to reach and work with the Latino community, NCLR conducted formative research regarding the knowledge, attitudes, and behaviors of Latinos with regard to emergency and disaster situations. NCLR completed a comprehensive literature review on emergency management, preparedness, and response; focus group discussions (FGDs); and in-depth interviews (IDIs) as part of the formative research. FGDs and IDIs were conducted in New Orleans, Louisiana and Orlando, Florida. Two FGDs were conducted in each city, with one being composed of Latinos who had experienced an emergency or disaster and

one with Latinos who had never had such an experience. IDIs were conducted with community leaders, Spanish-speaking media, and emergency managers, with New Orleans hosting three IDIs and Orlando hosting five. This report details the findings of the four FGDs and eight IDIs. The information gathered from this report will serve as a foundation for the development of a tool kit for emergency managers to better serve Hispanics.

II. Participant Characteristics

Focus Group Discussions

Overall, 44 Latino community members participated in the focus group discussions (see Table 1). Twenty-four of those said they had experienced an emergency or disaster situation while 20 said they had not undergone such an experience. The average age of all participants was 43.33 years. The average age was higher for those participants who experienced a disaster (50.52 years) than for those who had not (34.63 years).

On average, focus group discussion participants had completed 11.46 years of formal education, comparable to completing 11th grade in a U.S. high school (see Table 2). The mean level of education of those who experienced a disaster (11.74 years) was slightly higher than those participants who had not (11.17 years). New Orleans participants—regardless of having or not having experienced a disaster—reported lower levels of high school completion and/or some university-level education (40%) than their Orlando counterparts (63%).

The majority of FGD participants were immigrants who had been living in the United States for an average of 14 years and nine months (14.72 years). The average was lower for New Orleans participants (11.78 years) than for Orlando participants (19.69 years). One participant stated having been born in the U.S. and was therefore excluded from this calculation, and one chose not to answer.

The average salary per month for all FGD participants was \$1,927.10. Average salary was higher for participants in New Orleans (\$2,309) than for those in Orlando (\$828). A moderate-to-high response rate was obtained for this question

(75%), which accounted only for 82% of New Orleans and 63% of Orlando participants. Of those who did not answer, 62%, or eight participants, stated being unemployed at the time of the FGD (two participants from New Orleans and six from Orlando).

Table 1

Overall Distribution of Focus Group Participants by Location and Type of FGD

Name of Partner Organization	Location	Gender	Disaster Experience	No Disaster Experience	Total Participants Per Site	
Catholic Charities/Latino Forum	New Orleans, LA	Male	14	8	6	28
		Female	11	7	4	
		Not reported	3	1	2	
Latino Leadership, Inc.	Orlando, FL	Male	2	1	1	16
		Female	14	7	7	
Total	All sites	Male	16	9	7	44
		Female	25	14	11	
		Not reported	3	1	2	
		Both	44	24	20	

Table 2

Overall Distribution of FGD Participants by Location and Education Level

Type of Audience	Less Than High School (< 11 years)		High School Graduate (12 years)		Some College or College Graduate (> 13 years)		Total	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number Responding	Percent of Total
New Orleans, LA	15	60%	0	0%	10	40%	25	89%
Orlando, FL	6	38%	3	19%	7	44%	16	100%
Total	21	51%	3	7%	17	41%	41	93%

In-Depth Interviews

Three emergency managers, two community leaders, and three Spanish-speaking media representatives were interviewed (see Table 3).

Table 3

Overall Distribution of In-Depth Interview Participants by Location

Name of Partner Organization	Location	Emergency Managers	Community Leaders	Spanish Speaking Media	Total
Catholic Charities/Latino Forum	New Orleans, LA	1	1	1	3
Latino Leadership, Inc.	Orlando, FL	2	1	2	5
Total	All Sites	3	2	3	8

III. Methodology

Selection of Participants

During the project's planning phase, two cities were selected for conducting the research: New Orleans, Louisiana and Orlando, Florida. These cities were selected based on two criteria: number of Latinos who would be affected by a disaster, and infrastructure to provide services to Latinos in the community before, during, and after a disaster. In each city, NCLR selected a community-based organization to partner with that had been involved in past disasters. Each CBO recruited the participants based on guidelines developed by NCLR, hosted the FGDs, and assisted in the identification and coordination of interviews with the key informants.

The selected CBOs were:

- Catholic Charities Archdiocese of New Orleans and Latino Forum, New Orleans, LA
- Latino Leadership, Inc., Orlando, FL

Focus group discussions: The partner CBOs were responsible for recruiting Latino community members for the FGDs. Recruiters were provided with bilingual screening guides, which were based on the following criteria:

- Participants must be 18 years old or older.
- Participants must speak mostly Spanish or both English and Spanish.
- Participants must identify themselves as Latino or Hispanic.
- Participants could have or have not experienced an emergency or disaster prior to the FGD and would be assigned to the FGD corresponding to their disaster experience.

In order to have a sample representative of the predominant countries of origin at each site, NCLR encouraged recruiters to recruit participants from the following countries of origin/heritage for each FGD:

- New Orleans: Five from Central America, five from Mexico, and six from other Latin American countries or born in the United States
- Orlando: Eight from the Caribbean, four from Mexico, and four from Central or South American countries or born in the United States

After the recruiter confirmed that an individual met the selection criteria for this study, the individual was invited to participate in a two-hour Latino health-related discussion. If the person accepted, the recruiter noted their contact information in order to call the participant at least once prior to the date of the discussion to confirm attendance. Each participant received an incentive worth \$35–60 (varied per site) at the conclusion of the FGD. Refreshments were provided during each FGD.

In-depth interviews: Each CBO was also responsible for coordinating an IDI with at least one emergency manager, one community leader, and one Spanish-speaking media representative in their area. No incentives were provided to any of the IDI participants.

Study Sample

A total of four FGDs and eight IDIs were conducted.

Focus group discussions: Two FGDs were conducted in each city. One FGD was composed of community members who had experienced an emergency or disaster situation and one was made up of individuals who had not experienced

an emergency or disaster. These FGDs were conducted on March 3–4, 2008 in New Orleans and March 5–6, 2008 in Orlando. A total of 44 individuals participated in the FGDs (see Table 1).

In New Orleans, the FGD with participants who experienced an emergency or disaster consisted of 16 individuals (eight men and seven women, with one participant not reporting their gender) ranging in age from 26 to 67 years old. The FGD with participants who had not experienced a disaster consisted of 12 participants (six men and four women, with two participants not reporting their gender) ranging in age from 19 to 37 years old.

In Orlando, the FGD with participants who experienced an emergency or disaster consisted of eight individuals (one man and seven women) ranging in age from 47 to 81 years old. The FGD with participants who had not experienced a disaster also consisted of eight participants (one man and seven women) ranging in age from 36 to 71 years old.

In-depth interviews: Based on NCLR's literature review and conversations with the NCLR Disaster Advisory Group (DAG), three groups stood out as being influential to Hispanic communities in times of a disaster: emergency managers, Spanish-speaking media, and community leaders. These three groups play critical roles in communication as trusted sources of information, emergency preparedness education, and disaster relief assistance. IDIs were conducted with representatives from each of these groups in both cities.

In New Orleans, interviews were conducted with a city emergency management official, an executive from a local Latino nonprofit organization, and an executive from a local Spanish-speaking radio and TV outlet.

In Orlando, interviews were conducted with one city and one county emergency management official, a journalist from a local Spanish newspaper, a news producer from a Spanish-speaking TV station, and an executive from a local Latino nonprofit organization. This last interview was conducted over the phone due to time limitations on-site.

Participant Confidentiality

Participation in the FGDs and IDIs was completely voluntary and confidential. All participants signed a consent form that gave NCLR permission to collect and use their demographic information and record the FGD or IDI. The consent form assured participants that despite the tape-recording of the session, confidentiality

would be kept and their identity would not be revealed at any point throughout the data analysis process. To further ensure confidentiality, participants were asked to identify themselves by first name only during the FGD or IDI.

An additional confidentiality agreement was read and recorded during the phone interview process to comply with federal and state laws of the phone call participants' three locations: Washington, DC, Florida, and Puerto Rico.

Data Collection

All FGDs were conducted in Spanish and lasted approximately 90 minutes. The IDIs were conducted in Spanish or English, according to the participant's preference, and lasted between 30 and 60 minutes. All sessions were tape-recorded and NCLR arranged for each recording to be transcribed for qualitative analysis.

Each FGD and IDI was carried out by a moderator/interviewer and a notetaker, both of whom were NCLR staff. During one IDI with an emergency management official, notes were taken by a coordinator from our local project partner.

The moderator's responsibility was to facilitate the FGD following a moderator's guide developed by NCLR project staff and reviewed by the NCLR DAG. This guide was developed by NCLR in both English and Spanish, with specific questions according to each FGD's participant disaster experience. IDIs also followed guides designed in English and Spanish and according to informant type: emergency manager, community leader, or Spanish-speaking media.

The notetakers observed the discussions and recorded any salient comments or points mentioned by the FGD and IDI participants. At least one complete notetaking guide was to be submitted for each FGD and IDI.

While the nature of this qualitative research limits the ability to generalize findings, NCLR feels confident that the results are indicative of the awareness and information needs of Latinos as they relate to emergency preparedness and response.

IV. Focus Group Summaries

Knowledge, Beliefs, and Attitudes about Emergencies and Disasters

No Experience with a Disaster

The word “emergency” usually makes Latinos with no disaster experience think about finding refuge or a safe place. Participants in New Orleans also reported thinking about protecting their children, families, and pets and helping those in need. In terms of the word “disaster,” participants at both sites associated it with extreme, painful circumstances, utilizing words and phrases such as “pain,” “death,” “the worst,” and “it’s over.” Several participants mentioned some specific types of disasters. The most frequently mentioned were of natural origin (earthquakes, hurricanes, floods, tsunamis). Terrorism was mentioned by one Orlando participant as a manmade disaster.

Some of the words mentioned as used by Latinos to signal an emergency were *auxilio* (help), *peligro* (danger), SOS, *ayúdame* (help me), and *desastre* (disaster). *Auxilio* was mentioned as a word to describe a disaster in addition to *emergencia* (emergency). New Orleans participants said emergency preparedness messages should not create too much *confianza* (trust or confidence) among the community, which could cause the community to underestimate the need to prepare and respond to an emergency situation. One participant in Orlando said messages should be worded in such a way so as not to cause panic among the community.

- *The danger of this is, for example, that if you are in a stadium and people get into a panic, then there’ll be more deaths. They will start running out and agitating the people.*

Experience with a Disaster

The word “emergency” makes Latinos with disaster experience think about ways to help others and prepare for what they will encounter. Participants in Orlando emphasized the need to make sure family members are safe and help others in need (e.g., the homeless), whereas New Orleans participants also mentioned the need to know what type of emergency it is and to prepare medications and important documents. In terms of the word “disaster,” participants associated

it with the need to be informed and seek information on what to do, as well as seek refuge or a safe place. The types of disasters most frequently mentioned were of natural origin, such as hurricanes, earthquakes, tornados, and forest fires. Terrorism was mentioned by one New Orleans participant as a manmade disaster.

Although there was no consensus among participants, some of the words mentioned as used by Latinos to signal an emergency or a disaster are *alerta* (alert) and *para afuera, salgan, or afuera* (get out). No distinctions were made on using different words to refer to emergencies and disasters, although it was mentioned that terms can vary according to the Latino's country of heritage. Participants didn't know of any particular words that should not be used to describe an emergency or a disaster.

- *I think it would be important to know what type of emergency it is because I wouldn't respond the same way [to all of them].* (New Orleans)
- *Be well informed on what will happen so we can know how to prepare and how to get out of where you are.* (New Orleans)
- *I think of my house, that I may lose everything. I think of my grandchildren and the people on the streets that have no place to live.* (Orlando)
- *I always try to find out if there is something to do—not staying, sitting down, waiting for a tragedy to happen.* (Orlando)

Knowledge, Beliefs, and Attitudes about Emergency Preparedness

No Experience with a Disaster

Participants emphasized the importance of being informed and preparing for a disaster, and they specified different ways in which they would do so, such as by preparing in a timely manner, having medications, food, and water available at home, taking important documents, having important phone numbers and addresses available, and having a family plan of action.

Newspapers and media outlets (radio, TV, Internet), the Red Cross, the fire department, and police were mentioned as sources where they would get this information. Other resources that could help them prepare for a disaster included CBOs, family, and religious organizations. Orlando participants emphasized the need for information in different written formats (e.g., brochures, by mail).

Participants from New Orleans all agreed it is the government's responsibility to prepare the community for a disaster, whereas Orlando participants believed that each individual is responsible for preparing for a disaster. They also mentioned the need to be well informed and educated about emergency preparedness and the media's role in assisting with this task.

- *The government. (New Orleans)*
- *Each one must prepare, for there cannot be only one organization that can or that must do it. (Orlando)*
- *I think the media also helps people; they give information on where people have to go. (Orlando)*
- *Someone who gives information on what to do in these moments. (Orlando)*

Experience with a Disaster

Participants mentioned different ways in which they would prepare for a disaster, such as by getting personal identification information and important papers, food, money, and medications. Participants from New Orleans pointed out the need to prepare in advance, including alternate plans of action, whereas Orlando participants declared that there are some disasters you cannot prevent or prepare for.

TV and radio were the media outlets most mentioned as places where they would find information to prepare for an emergency. Phone calls to family and friends as well as emergency cell phone advisories were suggested. New Orleans participants emphasized the need to know and help your neighbors, whereas Orlando participants highlighted the need for information disseminated through the media and emergency alert systems. Overall, participants believe it is the government's responsibility to prepare the community for a disaster.

- *It would be good if, for example, cell phones created an emergency call...many of us have cell phones and we wouldn't need to turn on the radio...in Spanish, in English, whatever! [This could be done] in every language...Send a text message, because they can do this in an emergency. (New Orleans)*
- *We can have a phone system to alert everyone, but if no one puts it into action then sorry, but that program does not exist. (New Orleans)*
- *If it is a tsunami, nobody can do anything. Now, if it is a hurricane and it*

has been predicted... that one you can predict, but not a tsunami.
(Orlando)

- *Know who are the members of your community and try to call them. Many times people don't know. And if, for example, you have 100 people calling ten more people, then you can pass the ball along quickly so others know what is happening.* (New Orleans)

Overall, New Orleans participants focused on their most recent experiences relating to Hurricanes Katrina and Rita. They discussed their experiences seeking medical assistance, lodging, transportation, and general information related to that emergency. They found the assistance provided by Spanish-speaking television and radio during the disaster especially helpful.

In terms of barriers, New Orleans participants most commonly mentioned the government's inadequate preparation for such a disaster, as well as the inability of the government to put their plans into action.

- *You are absolutely right. I think that part of the problem is...not that there weren't any plans, but that they weren't implemented in the right way.*
- *If you have no means of transportation, how are you going to mobilize your family? In our case, nine people had to leave in just one automobile. You tell me how you do that! If it weren't for my American neighbor that said to me, "Come, I'll take you," I wouldn't have been able to get out. It had only been three days since my surgery.*
- *I always look towards the future, and I think that the government must seriously think about this. They have to look at this; we have to prepare months in advance. We must have special transportation, and we have to do this now, already...This will help us prevent the loss of many lives, many lives...*
- *At first, the authorities didn't expect a disaster of this magnitude...I stayed for the hurricane and took the risk of being out on the street. And my situation was that of a Latino trying to find information with American policemen... policemen that didn't speak Spanish, only English, and it was a disaster...and you could see in the Latinos' faces their desperation.*
- *I was nervous because I was looking at all the information that the mayor was giving, so I didn't take anything. I didn't take my clothes, nothing. I left without a thing because [my neighbors] gave me a ride since I live alone. No one thought that what happened would happen. Everyone thought we'd be back tomorrow or the next day...I lost money, everything, everything, because I thought I would be back the next day, and that wasn't the case.*

Discrimination and language difficulties were mentioned at both sites as barriers to seeking assistance. Orlando participants also mentioned a lack of information on where to go (e.g., shelters) as a barrier and stressed the significance of immigration status as a barrier, specifically mentioning fear and several cases reported by the media in which undocumented immigrants were deported upon seeking emergency assistance.

- *Not knowing whom to go to is a problem, especially for people for whom the language [English] is very difficult.*
- *I do think that immigration status plays an important role because, first, people lately have fear—fear of being caught and deported to their own country, fear of being mistreated, fear of arriving at their country and being mistreated there. Fear of language, fear at not being able to communicate. That is why they are less educated. And also, for a person to find assistance because of being without a home or car or any other important thing in life...they must fill out a protocol [form]...and it is in English.*

Knowledge, Beliefs, and Attitudes about Emergency Response

No Experience with a Disaster

Participants with no disaster experience primarily mentioned the government as the entity they would turn to for assistance after a disaster. Community-based organizations, the Red Cross, churches, and family members were also mentioned.

Most participants believe it is the government's responsibility to respond when a disaster strikes. At the family level, participants from Orlando named themselves as the ones who decide when or how to prepare for an impending disaster. In New Orleans, the answers varied: parents, couples, partners, or the family as a whole.

If a family member living in another area were to face a disaster, participants at both sites said they would be willing to respond by providing housing and economic assistance. Several mentioned that they would look for ways to get their family members to stay with them or help them get away from the disaster area. Participants in both cities also considered it very important to provide moral support to their loved ones.

- *More than anything, knowing how they are doing. Because if a disaster occurs and they live in another state, another country or something, how can we get to them?* (Orlando)
- *Trying to communicate with friends that are near to them. Trying to communicate with people around them that are directly in touch with them and helping out, of course. Economically...[and,] of course, morally.* (Orlando)

All participants in both cities said they believe Latinos are more likely to be impacted by disasters than other groups, though the reasons provided for this answer varied. Lack of information, knowledge, and training, as well as language difficulties, were consistently mentioned as barriers when seeking help, as there is not much communication addressed to Latinos or in Spanish. New Orleans participants believed that Latinos face discrimination when seeking help, yet not everyone agreed that this discrimination is related to their individual immigration status. Orlando participants also suggested that Latinos feel safest at home and thus may try to stay there during emergency situations.

- *They put us at the end of the line, the last ones. No matter if you are a resident, legal or illegal. We are always at the end, always, in everything.* (New Orleans)
- *Many times, even if we have papers, we go and ask for help, and you can see in certain places that—and this sounds rough—but there still is a lot of discrimination. In a disparaging manner, they are always discriminating against the Hispanic, maybe because he doesn't know how to speak English or doesn't have someone to go with him [to translate]. So, these are in part the difficulties.* (New Orleans)
- *But many times discrimination is not because of the person's legal status. Simply for being Latino, because of the color of our skin. Many times there is discrimination, not necessarily because they know or don't know if you have papers, if you are a resident, or if you are an American citizen.* (New Orleans)
- *For Latinos in the United States, for many Latinos, it would be more risky because of the language. Especially because campaigns or announcements—whatever they are called—about these services are mostly done in English.* (Orlando)
- *American television should give a little time for announcements in Spanish. They should say "Bueno, para los que hablan español [And now, for those who speak Spanish]." And not only Spanish. Also Russian, Portuguese...* (New Orleans)

- *There's a theory some people have that says, "Well, I'm staying here. I'm locking myself up in my room," or "I'm going to close the door, and that way I'll be safe." (Orlando)*

Experience with a Disaster

Participants mentioned community-based organizations, family, and friends as those they would turn to for assistance after a disaster, along with religious organizations and the Red Cross. Government entities were not mentioned.

Participants at both sites said they had sought assistance in the form of food and shelter for themselves or a family member after a disaster. The Red Cross and the Federal Emergency Management Agency (FEMA) were mentioned as places where they had sought assistance. The main barriers in seeking assistance mentioned were lack of money and delays in response.

Participants from New Orleans said it is everyone's responsibility to respond when a disaster strikes, whereas participants from Orlando said it was the government's sole responsibility (i.e., through response teams and emergency officials). At the family level, participants from Orlando said they are the ones who decide when or how to prepare for an impending disaster. New Orleans participants also said they were the ones to make those decisions.

- *I was very young and saw everything my mother did. We would prepare every year starting the date hurricane [season] starts, until one month after it ends. We have everything prepared. But this trip we had to do because Katrina left us with nothing. Every year I prepare everything and prepare my family. We are about 18 houses, more or less. And what we do is this: one [person] stays up all night. Everyone else goes to sleep, wakes up if they have to go to work, but that person stays there with the television and the radio. There's always one person... We don't use the phone, but only every half hour we call to see how everyone's doing. (New Orleans)*

If a family member living in another area faces a disaster, participants in New Orleans stated that they would respond first and foremost by providing housing support. Moral, emotional, and economic support were also mentioned.

Participants at the Orlando site focused their responses on providing information and communicating with them, as well as helping overall in any way they can.

- *I'd send them money so they can take a plane or a train, whatever they*

want. [I'd tell them,] "Come here and stay until it is over." (New Orleans)

- *Well, if it is another person or family, I give them lodging. Obviously I offer them my house. Immediately I tell them to come stay with me. (New Orleans)*
- *Help, if possible. Right? Or give them important information. Give them information that people sometimes are unaware of. (Orlando)*

Participants at both sites had mixed opinions regarding whether they believed that Latinos are more likely to be impacted by disasters than other groups. Reasons provided for why Latinos may be more likely to be impacted included lack of information, language, and immigration-related concerns. Some participants said that Latinos are just as likely as other groups to be impacted by disasters because they are not the only group facing unique difficulties; also, because Latinos as a group usually show good spirit when facing adversity, they are considered capable of balancing the challenges they face, putting them on par with other groups.

- *I think yes. Latinos usually don't watch the news, are not well informed, do not read, are lazy in seeking news and in trying to inform themselves. That is why I think Latinos are more at risk in this sense. (Orlando)*
- *There are Vietnamese, Hindi...I mean, people from all over the world. So, it is a fact that communication in this sense comes to be a problem, not only for us [Latinos]. (New Orleans)*

Information Needs and Trusted Sources

No Experience with a Disaster

Most participants at both sites believe that they and the Latino community do not have enough information about emergency preparedness and response. There is much confusion about where to go and what to do, and instructions are unclear and often unavailable in Spanish; all of this makes Latinos feel scared or intimidated because they do not know how to react. Orlando participants explained that concrete, quality information and resources are lacking. New Orleans participants said they felt lost, wouldn't know where to go in case of an emergency, and regretted the lack of a specific center available to help Latinos.

- *They say you can go to this place, but they don't tell you in which state, nor the address...nothing. You go and arrive at the same situation, and*

there's nowhere else to go. Not here. Not there. You're so lost! They make you go around in circles, up and down. (New Orleans)

- *Well, many times there is information...in English or something. And, well, they give you so many phone numbers...and you become confused. They confuse you. I think there is not much communication. (Orlando)*

Most participants at both sites preferred, and thought the Latino community prefers, receiving disaster-related information in Spanish. In New Orleans, two participants said they would prefer it in English and Portuguese. A wide variety of media were mentioned as the most effective mechanisms for transmitting this information, including phone/cell phone calls and text messages, television, radio, newspaper, community meetings, brochures, and the Internet. Orlando participants thought sending information through the mail would be especially helpful.

- *We as Hispanics shouldn't expect...that America has to learn Spanish to help us. Our mindset should be to learn English to help ourselves first. Now, not all people have the opportunity to learn. For those people, there should be opportunities [to have information in Spanish]. There must be, as we said earlier, an organization to help them. We who have been here a while should also help them learn and inform them. But we cannot put all the blame on other people because they do not come to talk to us in the language we want. We have to solve our own problems first to help others. (New Orleans)*
- *Written, by mail, and in a concise and detailed way. Concise, with the most basic and main information. (Orlando)*
- *I think that it could be by text messaging to our cell phones. Most people have a cell phone. Maybe you are in the office, cannot watch television or listen to the radio. They are not going to put it on. But a text message works. (Orlando)*

Participants at both sites said that they trust the government and churches the most to talk to them about emergency preparedness, as well as volunteers and nonprofit organizations. Other trustworthy persons or entities mentioned include the Red Cross, the fire department, family members, and the police. Orlando participants said that firefighters are the most appropriate people to talk to the Hispanic community about emergency preparedness and response.

- *It may be the government, channeled through the church. I think that in the church there is a more humane quality and they will understand our problems, while the government helps you and you can't ask for anything else. Thus, I think it is most appropriate for the government to provide their help through churches, the Red Cross, and other entities with a humane touch. (New Orleans)*

Experience with a Disaster

Most participants at both sites believed that they and the Latino community do not have enough information about emergency preparedness and response. They emphasized the need to educate the population on how to prepare for an emergency, plus the need for information in Spanish. Those who did claim that there was enough information were primarily from Orlando and specified finding this information through Spanish-speaking media.

Participants at both sites preferred, and thought the Latino community prefers, receiving information in Spanish. One person preferred it in English, as the Spanish language can have some variations depending on the country of origin; however, fellow participants argued that when talking about disasters, there are no significant variations. A wide variety of media were mentioned as the most effective ways to receive this information, including radio, television, written press, flyers, brochures, TV/radio interruptions, at retail establishments, and even as part of regular utility invoices. Participants in both cities believe it is most appropriate to disseminate information about emergency preparedness and response through the radio and television.

- *I think there is a lack of education. The fact that I am educated and informed, that I can do this and think...I cannot think that we are all [in the same situation]. I think there is a huge lack of education, of information for all Latinos. (Orlando)*
- *We need more in Spanish, for there is always information available in English, in all media...flyers, posters, everything. We need more in Spanish. (New Orleans)*
- *There are cases in which you live with your elderly parents, and they are no longer in their twenties. And you have to translate the whole document in Spanish for them. But the elderly person wants to read it him or herself. (New Orleans)*

Participants at the New Orleans site say they trust local authorities the most to talk to them about emergency preparedness, as well as experts or people trained on the subject. They added that they believe the most appropriate people to talk to the Hispanic community about this topic are the media, specifically mentioning Radio Tropical FM, a local Spanish-speaking radio station.

On the other hand, Orlando participants specifically mentioned firefighters, the Red Cross, and their head of household as the people they trust the most to

provide emergency preparedness information to them. They added that the most appropriate people to talk to the Hispanic community about this topic are empathetic, humane people who have been trained on the topic and in how to work with Latinos. Other trustworthy persons or entities mentioned include the police, churches, and community-based groups. Some participants specifically mentioned losing their trust in those who have failed them.

- *It is a problem. Because we have had already so many experiences in which we had trust in so many institutions...and people still, at this point, after three or four years, are in the same or a worse situation. So, I think we are losing faith in them already. We are losing our trust in them, our hope. We all fear them, because they have not fulfilled [their promises].* (Orlando)
- *It must be a person grounded in reality. A person that has been trained for this, but that also has the sensitivity [empathy] to think and feel what others are suffering. Because many times these people are paid to do these approaches, and they treat people the worst way possible and make them feel bad.* (Orlando)

V. In-Depth Interview Summaries

Emergency Managers

Three in-depth interviews were conducted with emergency managers as part of the formative research for this project: one in New Orleans, Louisiana; one in Orlando, Florida; and one in Orange County, Florida, the county in which Orlando is located.

Institutional Overview

Interviewed staff's experience: Emergency management staff interviewed from the Orlando area had 19 to 25 years of experience in the emergency management arena in the U.S. and abroad but had been at their current employment positions for less than five years. Their New Orleans counterparts had less than two years of experience at their current position.

Main responsibilities: In New Orleans, the emergency management office's main functions are to act as a conduit of information for first responders, monitor the situation, and provide support as needed. A more structured and detailed

response was obtained from the Orlando area emergency manager, focusing on their role of coordinating the response between different agencies during a disaster, but also including their role in planning, training, and testing those emergency response approaches.

- *We, our main function is to act as a conduit of information for the first responders. The first responders fight the battle out there. We're here to monitor the situation, see what's going on and then, if they need assets, reinforcements, or whatever, that's up to us to get.* (New Orleans)
- *We are basically the coordinating arm of all the emergency response activities... We pull all of the agencies together for a coordinated response to a major disaster. In terms of services, we provide the planning. We create and maintain a comprehensive emergency plan...* (Orange County)

Both the New Orleans and Orlando area emergency managers described their main responsibility as managing the response in emergency situations, whether manmade or natural disasters. The responses obtained from the Orlando area emergency managers were more specific, highlighting some of the major emergency situations they deal with, such as hurricanes, tornados, wildfires, flooding, and technological threats (e.g., train derailments, chemical spills, airport-related issues, industrial park emergencies). They also mentioned taking into consideration their specific population's needs.

- *We have plans and contingencies and we watch out for those types of incidents that may prompt us to evacuate a particular neighborhood because of such incidents [e.g., chemical plant accidents]. So, we watch for both natural types and technological types of disasters, which are the ones that are manmade... accidents in our community.* (Orlando)

Community outreach was mentioned by an Orlando area emergency manager as one of their office's main responsibilities. Other tasks include trainings, working on grants, and maintaining the communications and community warning programs and systems.

Whom they serve: The New Orleans emergency managers first responded that their office serves the city, and then said that it serves the citizens. In the Orlando area, both emergency managers responded that their office serves the citizens of their city/county. Only one of the Orlando area emergency managers alluded to serving other persons—not necessarily citizens of their jurisdiction—by mentioning the heavy air traffic of visitors to the Orlando International Airport. Neither of them mentioned serving visitors, tourists, foreign citizens, or immigrants

during disaster situations.

When asked if their office provides services geared toward specific communities, the New Orleans emergency manager responded that their office works for all of the communities in New Orleans. One of the Orlando area emergency managers also said that all of their office's services were available directly to all citizens.

- *Well, we work for all the communities...because it doesn't make any difference what community or what groups they are. The citizens are who we have to serve. That's what we're here for.* (New Orleans)

One of the Orlando area emergency managers was specific in mentioning the different communities (e.g., Hispanic, Asian) that their corresponding offices serve, while emphasizing that these services were available for all of their citizens.

Team composition: The New Orleans' emergency management team is composed of seven individuals in addition to other departments that collaborate in emergency response efforts. The Orlando area's emergency management teams (city and county) are composed of five to eight individuals, but their staff increase drastically according to the emergency situation with city staff and those from other agencies.

Language capabilities: Both the New Orleans and the Orlando area emergency management offices had Spanish-speaking staff. In New Orleans, two staff members were fluent in Spanish and Vietnamese. At both Orlando area offices, one staff member was currently receiving formal Spanish-language training while others had attended beginner- and intermediate-level classes. It was mentioned that there could be even larger numbers of bilingual personnel among the additional government agents, first responders, and volunteers who collaborate with them during emergencies.

- *I think intermediate and beginning levels of Spanish for staff ensure that we have at least the basic levels of communication skills [for] all of my staff members here, to be able to communicate with our citizens.* (Orange County)

New Orleans has several evacuation-related and other informative materials available in English, Vietnamese, and Spanish. No formal translation or interpretation services are provided, apart from the service provided by bilingual volunteers on-site. In the Orlando area, emergency management works with specific city offices that focus on working with the Spanish-speaking population (e.g., Hispanic Office of Local Assistance) and contracts the services of an

external firm for the translation of materials, including a Spanish-language version of the city's website. Some Spanish-speaking staff members also contribute to the translation of materials and the dissemination of Spanish-language messages through the media in emergency situations. Both in New Orleans and the Orlando area, Braille materials and signs for the hearing-impaired were mentioned as being available during emergency situations.

- *One of our standard practices is we have a standard message. The mayor will address that message, [and] after he finishes addressing the press conference, I get up behind him and repeat the same message in Spanish...We started doing that in 2004. (Orlando)*
- *We have contractors on hand for translation requests that meet the cause of the services that are provided by this county. (Orange County)*

Latino Community Knowledge

The New Orleans emergency manager recognizes that the local Latino community is quickly growing and comprises many newcomers. The office's need to keep the community informed during a disaster, as well as to learn more about them, has drastically increased in the past two years.

- *Last year we put a huge emphasis on trying to notify the Latino community on [the] evacuation of the city of New Orleans because we do not want any citizen to stay. We want them all out. And we felt that the Latino community was unique because [there are] so many of them and there are a lot of new people; there was the fear of illegal immigrants here. So, we wanted [to get] the word out to them. We don't care where they're from, if they're legal, illegal. It doesn't make any difference to us. When the city asks for emergency evacuation, they need to get out in order to save their lives...We worked with one of the Latino schools, trying to use them as a relevant point, as [a] pick-up [site] for the Latino community [in case of evacuations], because we felt that maybe they would feel more comfortable going to one location and being picked up instead of just the 17 locations that we have throughout the city.*

In the Orlando area, the Hispanic population was described as being very diverse and dynamic. It was mentioned that there seems to be “more of a conglomeration of Hispanics” in the area, very active in community activities, and with a well-defined representation of different Hispanic subgroups. Community assessment efforts are regularly conducted within the city and county and are not limited to Latinos, though they include this segment of the population.

- *We've done assessment efforts in the city, not specifically for Latinos, but the outcome was to have a better poll of what our community consists of, and those assessments provided us information about the Hispanic population that's within the Orlando area...so it gives us a better snapshot of the city. (Orlando)*

Emergency Preparedness and Response Resources among Latinos

Different types of outreach events and efforts were mentioned by the Orlando area emergency managers, including public service announcements (PSAs), flyers, afternoon and weekend activities, presentations, trainings for community members (e.g., Community Emergency Response Team Program—CERT), businesses (e.g., Business Emergency Response Team Program—BERT), and other larger events (e.g., Mission Possible/*Misión Posible*).

- *We do presentations to Latinos and Hispanic groups in our community on a regular basis. We do well over 200 community presentations a year and many of those are for Hispanic community members. (Orange County)*

Partnerships and collaborations: In order to better serve their population's needs, many of these Orlando area events and efforts are conducted in English and Spanish. Collaborations were mentioned with different nongovernment organizations, such as the American Red Cross, the Hispanic Chamber of Commerce, the Asian Chamber of Commerce, banks, consulates, faith-based organizations, and housing associations. At the county-level, there is the Voluntary Organizations Active in Disasters (VOAD) group, some of which hold formal agreements of collaboration with the government. All of these partnerships have been particularly helpful in reaching out to different segments of the communities they serve, including Latinos.

- *A lot of these organizations have a component within their organization to do public outreach, community outreach. And when I approach these organizations my focus is that if we get hit by a disaster, all of us are going to be in the same boat, from banking, to radio, to media, and so forth. So, what we do is just provide a venue where we combine all our efforts to do an outreach program where the media, the radio, the banking, and everybody's involved in it, and we give it a disaster theme, and everyone participates. So, we're killing multiple birds with one stone...That's our approach. (Orlando)*

- *The Citizen's Core Council in Orange County is responsible for ensuring that all of our citizens have the opportunity to get information about preparedness, [to] have the opportunity to get training that will help them to be better prepared during a disaster, help them to take care of their families, [and] help them to take care of their communities a little bit better. (Orange County)*
- *I can say with 100% certainty that [partnerships with voluntary organizations] have been effective. After the '04 hurricane season [in Florida] and the '05 hurricane season that affected people in the Gulf Coast region and the New Orleans area...these organizations have shown themselves to be invaluable when it comes to the services that they provide to the citizens. So, definitely, definitely valuable and definitely a key part of our response team. (Orange County)*

While the New Orleans emergency managers work with similar organizations, no formal partnerships have been established. However, they are considering establishing written agreements with local organizations (e.g., Latino-serving schools) to serve as pick-up centers during mandatory evacuation situations.

- *We just work with them, and most of the groups we have encountered have been very, very helpful in helping get our messages across. But a formal partnership, a written something, you know, a memorandum of understanding or whatever, no we don't.*

Trainings and exercises: Emergency managers in both New Orleans and the Orlando area stated that they conduct and participate in trainings and tabletop exercises on a regular basis. One of the Orlando area emergency managers highlighted the importance of community-based groups and faith-based organizations in providing practical assistance in the aftermath of a disaster. They even brought in community and faith-based groups as part of the plan of action for one of their most recently conducted tabletop exercises.

- *Actually, we were running a tornado tabletop earlier this morning. I had the mayor here, and the chief of staff, the executive group. We were running a scenario, a tornado impact in the city of Orlando...So, we're constantly doing these types of tabletops...We coordinated with the faith-based organizations because a lot of [them] provide mental health or PTSD [post-traumatic stress disorder] assistance. Some faith-based organizations provide child care while their parents are taking care of paperwork inside the facility...Another faith-based organization brought in a phone bank. They have a trailer and they put a phone bank so that the people can call their loved ones, tell them "Hey, I'm okay. You know, we have no power, but we're okay"...A faith-based organization that provides*

financial support for single-parent family units...So basically what we wanted to do and get out of the tabletop was provide a one-stop shop for the victims to go to and get these types of services. (Orlando)

Emergency managers in New Orleans and the Orlando area are aware of programs being conducted by other parishes, counties, and cities to train Latinos on emergency preparedness, as well as other efforts conducted at their jurisdiction (e.g., Citizen Fire Academy, Citizen Police Academy).

Barriers and Challenges

In New Orleans, the main challenge mentioned was the lack of trust Latinos have in government authorities and the police overall. Also, they have found that there is an increasing number of Portuguese-speaking Latinos that they need to prepare for. They still do not know if their efforts to overcome these barriers (e.g., reaching Latinos through people they trust) work. They felt that they would need to face another disaster—such as a hurricane—to see if the Latino community, among other groups, evacuates.

- *They felt that many of their group doesn't trust us. So, if I'm out there trying to convince them to leave, they really don't trust us. That was a learning experience for us. What we're doing again is getting people that they do trust to try to get them to get the message out.*

In the Orlando area, some challenges have been found specifically with the Puerto Rican community. Many Puerto Rican islanders are well experienced in dealing with hurricanes and FEMA's response to the matter locally. In Florida, however, they have found the process for receiving assistance to be somewhat different from what they were used to. The Orlando emergency manager observed that because of their prior experiences, Puerto Ricans expect FEMA to be more forthcoming in emergency situations.

- *Disaster preparedness is the individual's responsibility. The individual has to take action to protect themselves, their home, and their family. We all have to take action to be self-sufficient for the first 72 hours because I cannot guarantee that I'm going to be able to get into your subdivision within that first 72 hours. My priority's going to be primary roads, secondary roads to and from hospitals. Trying to convey that information to them was a little bit challenging because the experience they had from Puerto Rico, and what they encounter here...they say, "Well, you know, FEMA's not forthcoming" and so forth. And I'm like, well, to me FEMA is kind of a last resort type of deal...Bottom line is all disasters are local*

disasters...I know not to be dependent on FEMA support...because you know they can't snap their finger quick enough and get the resources to where you need it.

Other challenges mentioned were more administrative in nature, including budget and time limitations. The Orlando manager noted that while it had been suggested that the city might be focusing too much attention on the Hispanic population, he believed that attention was warranted based on the demographic makeup of the community.

- *I wouldn't say it was a challenge, but it was brought up in a meeting that I was in. Saying that, you know, the city was focusing a lot on Hispanic activity, Hispanic affairs [work]. And my response to that is, you know, we're a reflection of the composition of our community. We cannot make them disappear by not supporting those efforts. So, if there's a Hispanic population out there, we have to care to provide and be conscious enough that a lot of them may not speak English. We have to customize what training we have to support those efforts...They haven't been show-stoppers.*

Information Needs and Trusted Sources

Do Latinos have enough information? When asked if the information that Latinos have on emergency preparedness is enough, the New Orleans emergency manager categorically said “no” and recognized their office’s need to improve in this area, especially in terms of getting people to understand the need to evacuate and to do so immediately upon request by the mayor. This information should be made available in a wide variety of venues.

- *No. I don't think any of our people have received enough [information]. It's a constant fight and we have to get better at it...Our biggest thing is, during the hurricane season, for them to understand the evacuation plan and to evacuate during a category three or higher. That's our biggest concern...Paper, voice, churches, civic groups...everything! Every avenue needs to be used to get the word out.*

The Orlando area emergency managers also believe more information is needed and emphasized that their offices try to provide as much information as possible.

- *There is a need [for] emergency management involvement. I would say more in the rural setting in the state of Florida. Here in the urban area there's more of an outreach toward the Hispanic population. (Orlando)*
- *A large percent of Hispanics that are migrant workers that are out there in*

the field don't get information, don't know where to get information. When I sit down with the Mexican consulate and I sit down with the Mexicans that go to the consulate to do paperwork, they bring up the issue over and over and over again. Even if we give them a weather radio, the information that the National Weather Service provides is still in English. They know something's going on— the alarm went off, the light is blinking. They turn on the TV, and okay, there's something going on...but they don't understand it. (Orlando)

- *We try and provide as much as we can, and I think you've seen in some of the other disasters that even though people are provided and given the information, it depends on what they do with that information once they get it...I think we just have to continuously provide it. (Orange County)*
- *Preparedness in general is the message on all of our documentation, though it may be specific in language, specific to a particular culture or people. It still has the normal theme of preparedness. (Orange County)*

Radio-based outreach efforts: Both in New Orleans and the Orlando area, radio was mentioned as a venue through which the emergency management team gets information out to the community in the event of a disaster. In New Orleans, they try to get their Homeland Security PSAs out through Spanish-language radio. Other printed materials, such as trifold brochures, have been produced in several languages, including Spanish. While the New Orleans team admits to having had some translation issues with this document in the past, they hope to have those solved during the reprinting.

One of the Orlando area emergency management offices has its own computer-managed radio station (1650 AM) as well as the capacity to produce PSAs and other special announcements in-house. Those PSAs are available in English, Spanish, Vietnamese, and Creole. The city's mayor is also able to provide live information via this system. This emergency manager is fully fluent in Spanish and authorized to provide live emergency messages in Spanish. Mainstream media receive press releases of the messages being transmitted and are able to tune in to 1650 AM and relay information as needed. Also, during emergency situations, the office has a Spanish speaker available around the clock.

At the county level, the emergency management offices are able to provide information via the county-owned television station. Both offices have written materials available, produced by the federal government or the American Red Cross. They ensure that these materials are made available to the public (e.g., at shops, public libraries, and other facilities). In both Orlando area offices, their

official local government website is available in English and Spanish.

Local media: The relationship between the office of the New Orleans emergency manager and the local Spanish-speaking media has improved since Hurricanes Katrina and Rita. The emergency manager recognizes that up to that point, Spanish-speaking media had been “kind of put off to the side and not [given] a whole lot of attention.” He recommended that the mayor host a media day with Spanish-speaking media—currently done yearly—to talk about their expectations and needs with regards to weather or disaster-related information from the city.

Local media—including Spanish-speaking media—are welcome at the Orlando area emergency operation centers during emergency situations.

Emergency Managers’ Needs in Serving Latino Communities

The main need expressed by the New Orleans emergency manager in relation to serving the Latino community was to truly know the community. The Orlando area emergency managers expressed a similar desire to hear from the community directly and emphasized that they are open to receiving concrete, external suggestions.

- *I think I understand, but if I’m missing the mark and we’re not touching the right things, I need somebody to let me know...so that we can redo our information or whatever we have to in order to help them understand and help them prepare...Let me know what we’re doing wrong and then help me correct it. It’s case in point. (New Orleans)*

One of the Orlando area emergency managers pointed out that although people have information, they don’t always comprehend the precise message given to them. One of the main messages they need to get across to the community is that preparing for an emergency is first and foremost a personal responsibility.

- *Getting the information is one thing, and training them on what to do is another thing...Getting trained in basic first aid and CPR, simple things like that can really go a long way to enduring disaster, because the reality is we’re not going to be able to get to every call we get through the 911 system...Knowing where you live and knowing your basic evacuation route, educating yourself on what the shelter plan is for your particular county or city that you live in. [Some people think] all schools are shelters, but that is not the case...So, those are the things that we have to learn, and when we talk to people, that’s what we try to emphasize. (Orlando)*

- *[We need] to understand exactly how they perceive disasters affect them, how they interpret information that we provide in terms of...when you say evacuate, what does that mean? How do they react to that?...When you say shelters are open in particular locations, do they feel as though they have to travel, should travel, can travel?...But I also would like to ask all of our citizens, Latino citizens as well, to ensure that they take that personal responsibility, to be engaged in the process. (Orange County)*

In terms of making the Latino community's needs known to emergency managers, the Orlando interviewee preferred the formal report format, whereas the Orange County and the New Orleans emergency managers preferred having someone go and talk to them face to face. Still, any format would be most welcome by all parties.

Final Remarks

The New Orleans emergency manager reemphasized the fact that his team serves all communities in the city, including Latinos, and has taken steps to try to help Latinos in the event that another mandatory evacuation is required.

- *We had actually talked to the state about trying to group Latinos together because we were told that might help if we could find shelters that all the Latinos would go to, so they could feel more comfortable. So we're willing to do anything possible, not only for the Latinos, but for the Vietnamese or anybody else. We've got to get them out of the city during a category three or higher call.*

Of all the issues mentioned during the interviews, both Orlando area managers agreed that having people prepared for disasters is key. However, the city manager emphasized the need to take information to the people, as not everyone seeks it on their own, whereas the county manager advocated for the people to take more personal responsibility and become engaged.

- *The public outreach side of the house..You know, some folks take the initiative and find the information on their own; but based on what I' ve seen, sometimes we have to take the information out to them. (Orlando)*
- *We need citizens to be engaged in the process. That' s key. And we need citizens to tell us in any way that they can [what] their needs are, so that we can make sure that we do everything we can to meet them. And that' s really it. (Orange County)*

Community Leaders

Two in-depth interviews were conducted with leaders of local CBOs as part of the formative research for this project (one per project site). Both leaders were of Hispanic origin (Nicaraguan and Puerto Rican) and had lived in the cities they serve for over 20 years (29 and 21 years, respectively). Reasons mentioned for moving to the U.S. were the Nicaraguan Civil War and seeking better opportunities for their children and families.

Organizational Overviews

Services provided: The New Orleans leader described his CBO's work as twofold. The organization provides assistance to the Hispanic and immigrant communities in terms of visas, workers' rights issues, health information, emergency assistance, counseling, and other social services. They also coordinate their community centers, homeless services, and domestic violence services offered to the whole community of New Orleans. The Orlando CBO serves Hispanics in the Central Florida area, especially recent immigrants and those who do not speak fluent English. They provide such services as English-as-a-second-language and computer classes, health education, and an orientation on how to obtain housing.

Spreading the word: The New Orleans CBO mostly relies on word of mouth to advertise its services, but it has also employed outreach workers and some post-Katrina media efforts to get the word out. For example, it has a weekly radio show in Spanish where it showcases its services and the services of other CBOs for Latinos. The Orlando-based CBO also relies heavily on word of mouth advertising, as well as putting on a weekly radio show, having good working relationships with churches, and conducting regular media outreach through newspapers and TV.

Funding: Grants from the government, private foundations, and individuals serve as the main sources of funding for the New Orleans CBO; it also conducts a limited amount of fundraising events. The Orlando CBO relies heavily on fundraising events as well as government and corporate grants.

Emergency preparedness experience: The New Orleans CBO's first experience dealing with a major emergency situation was Hurricane Katrina in 2005. The community leader shared many details regarding the organization's circumstances

at the time and how they were able to respond in the aftermath, including by utilizing a non-Louisiana cell phone to communicate with others (all others were out of service); visiting Mississippi shelters and assessing the situation of Latinos there; and volunteering and partnering with the American Red Cross, FEMA, the Small Businesses Administration, and other non-New Orleans groups to provide counseling, food, water, and medicine to Latinos. These partnerships proved essential as these large, national organizations experienced great difficulty in reaching the Latino community due to mistrust. Also, the CBO received an emergency grant from a private foundation that allowed them to provide expanded emergency services and hire additional personnel at that time.

- *We also learned that the Red Cross was having a hard time reaching out to Latinos. The issue of Latinos not wanting to come forward for assistance because of lack of trust was a big one. So we partnered with the Red Cross to reach out to the Latinos and we had our own volunteers partnered with the Red Cross ones, and we had volunteers that were trained by the Red Cross together at different churches and sites throughout the area [where people] were completing the application to receive help from the Red Cross. That worked out very well. (New Orleans)*

The Orlando CBO created a project to encourage Latinos to prepare for a hurricane 72 hours before the incident and be prepared to survive 72 hours after the emergency in terms of having an adequate supply of living essentials (i.e., food, water, medication, and housing). Funding limitations did not allow them to pursue the project and, thus, the organization has not been formally involved in emergency preparedness and response efforts. Nonetheless, they frequently receive information requests from the community on how to prepare for emergency events, especially hurricanes. People trust that the information given to them by this organization will be accurate. They also trust the Red Cross.

- *People started to call us to see what they had to do [about the hurricane], how they should prepare for it. For many, Florida's construction style was unknown, as it was not the same as the one they were used to...the Puerto Rican community was used to cement structures.*

Latino Community Knowledge on Emergency Preparedness and Response

Misconceptions and lack of knowledge: Both community leaders believed that Latinos have little knowledge regarding emergency preparedness and response and cited the misconceptions that immigrant Latinos often have about how to prepare, the role the U.S. government plays, and how serious these situations really are.

- *If the average American citizen has no awareness of the importance [of emergency preparedness], imagine if you were an immigrant that just came to the U.S...I keep all my important papers in a plastic container ready to go. And all I do is just pick it up and take clothes for three or four, five days and the medicine, and that's it. But most people were not ready like that...We have heard many of the new workers here in town say that next time we have a hurricane, if we have a mandatory evacuation, that they don't plan to leave. And we've heard this comment a few times. They want to be the first ones to get a chance to get the jobs that will become available right after the disaster's over with or right after the evacuation or flooding goes down. They don't realize what it was like here [during Katrina]. (New Orleans)*
- *Many immigrants believe they have arrived to a place where regardless of the emergency situation, we [the government overall] are prepared, and [individuals] don't have to prepare much. The U.S. must know what they are going to do...They don't look for ways to [keep safe] their documents, account numbers. Hispanics do not see this type of thing as a priority in case of emergencies. They just think about how they are going to feed themselves and where are they going to sleep. (Orlando)*

Words to use/not to use: Neither community leader mentioned specific words used by Latinos to describe emergencies or disasters, emergency preparedness, and response. The phrase “¡Ay Diosito! ¡Nos cogió desprevenidos! (Oh, my God! It took us by surprise!)” was mentioned as an example of a reaction Latinos may have to being unprepared during a disaster. They did mention the importance of details in making sure Latinos—especially immigrants—are not too fearful or intimidated to seek help during emergencies.

- *The [Louisiana Department of] Wildlife and Fisheries was doing some search and rescue work. ICE [U.S. Immigration and Customs Enforcement] was doing search and rescue work. You had all kinds of law enforcement agencies doing search and rescue work. You know, if you have ICE on the back of your shirt...The Wildlife and Fisheries weren't*

looking for animals. They were rescuing people...But if you're an immigrant and you see ICE at a shelter or something, where are you going to go? You're going to run away. Those types of things you have to keep in mind. (New Orleans)

- *I don't think we should impart terror or fear to the people. I think we should be very real and deliver the message to them in a vocabulary that's easy to understand. (Orlando)*

Language: The New Orleans community leader believed information should be made available both in English and Spanish, whereas the Orlando community leader believed information should be made available “completely” in Spanish, a very basic Spanish that could be easily understood by people from different Spanish-speaking countries of origin. In New Orleans, it is also important to have materials available in Vietnamese.

Outreach methods: Both community leaders mentioned the media, churches, and CBOs as the main means through which information should be delivered to the Latino community prior to, during, and after an emergency or disaster. Both leaders also mentioned the importance of using several approaches simultaneously for maximum reach within the community.

- *I believe [outreach] should be through various means. One of them should be the media, because we cannot leave them out. We, CBOs, have to be [involved] as well, because those are the places people trust the most to go to. They know no one is going to take advantage of them there...and churches. I think that it is super important for churches to offer that information as well to their congregations. (Orlando)*
- *It is not a matter of whether Latinos are using the resources. It's a matter of whether or not they know what to do in case of a disaster. (New Orleans)*
- *The church. Church. You know, they didn't go to the Red Cross. They came to us; we are part of a church, you know. Latinos will go to churches. That's the big one. (New Orleans)*

Barriers and Challenges

The main barriers and challenges mentioned were lack of information, language and cultural difficulties, lack of transportation, and immigration issues. Latinos greatly fear being asked for immigration documents when requesting any type of

emergency assistance, which poses an obstacle to their preparing for and responding adequately to disasters.

- *The same barriers that everybody else deals with—not having the information available—but when you ask [specifically about Latinos], the language, the culture, and the immigration issue. Those three make a difference in our community. (New Orleans)*
- *People heard through the grapevine that the Red Cross was asking for papers in order to offer services to the people. And people... wouldn't even get close to the Red Cross to ask for any help because they were afraid they would be asked for their papers. And at that time we didn't even have all the immigration issues that we have now. I think it would be much worse now. (Orlando)*
- *If you talk to an Anglo-Saxon organization that doesn't understand this, maybe they will view it negatively that a whole family arrives at a center to ask for help, because they do not understand that we do everything in groups. Our families are always together, in good and bad times. And a disaster is a bad time. (Orlando)*

Emergency Managers and First Responders

Their role: Before Katrina, the New Orleans leader and CBO didn't have much knowledge of the roles of emergency managers and first responders. The CBO represented by the leader is part of a national organization which itself had no official position on emergency response and disasters prior to Hurricanes Katrina and Rita. The Orlando community leader also claimed to have little knowledge about the role of emergency managers and first responders and thought that it is usually during emergency times that people learn something about them and their agencies through the media.

Relationship with Latinos: In New Orleans, the emergency managers and first responders work with organizations such as the ones represented in this interview and the media to reach out to Latinos. On the other hand, the Orlando community leader believes emergency managers and first responders don't reach out much to Latinos. One of the Orlando area emergency managers was mentioned as an exception to this, as he regularly interacts with the media and provides information to the community during emergencies.

Room for improvement: The leader from New Orleans believes that the local emergency managers and first responders need to "increase what they're already

doing” in order to better serve Latinos. In Orlando, the community leader thinks they should come out and make themselves known among the community.

- *Oh, yeah. Yes, there's always room for improvement... I think they're already doing what needs to be done. They just need to do more of those same things. (New Orleans)*
- *You see, first I think they should start by visiting nonprofit organizations...write in the newspaper, have radio shows, PSAs...but we do not have to wait until the emergency happens in order to start organizing ourselves. We must be organized before the emergency happens so that when the alarm goes off, we already know where we need to go. (Orlando)*

Information Needs and Trusted Sources

Lack of trust in the system: Both community leaders believe Latinos do not trust the emergency preparedness and response system. Some of the reasons included immigration issues and a lack of familiarity with the emergency managers/first responders and their work.

- *There is always a lack of trust in the government...That's why you've got to have community-based organizations, nonprofit church groups involved in this too. (New Orleans)*
- *There are many [Latinos] who don't trust [the emergency preparedness and response system]...People who...don't have their immigrant status up to date, they will not trust [the system] because it's not familiar to them...[The emergency management teams] should make themselves more known within the community, so that when the emergency happens, people in the community won't fear them because they have already been taught by them and know who they are. (Orlando)*

Trusting emergency managers and first responders: The New Orleans community leader believes that people generally trust emergency managers and first responders during an emergency “unless [they] have ICE on the back of [their] shirt...then probably not.” His Orlando counterpart thinks trusting them comes as the combined response of trusting the emergency managers, first responders, and system as a whole.

Who Latinos trust the most: The New Orleans leader mentioned churches, pastors, and CBOs as the entities Latinos trust most to talk about emergency preparedness and response. The Orlando leader believed that many Latinos do

not even consider or discuss emergency preparedness and response, and that getting them to talk about it is the first step.

- *This is a topic that isn't even discussed within each house; it is something like "let's wait and see what God wants and hope that whatever God wants happens and everything turns out okay." (Orlando)*

Who Latinos prefer to deliver the information: The New Orleans leader believed that CBOs and churches partnered with emergency preparedness and response agencies (e.g., the city/parish, FEMA, American Red Cross) could most successfully deliver information to the area's Latino population. Similar views were expressed by the Orlando area leader in that CBOs are in daily contact with the Latino community and are thus in the best position to deliver information to them. Churches were again mentioned as having an important role to play, as well as the media.

- *Now, after Katrina, the Red Cross has done a much better job of reaching out to the Latino community. They've hired staff that's bilingual. They get involved in all the different talks; FEMA, too. So, you know, hopefully we've learned our lesson. But those partnerships [with CBOs] are always good. (New Orleans)*
- *It must be CBOs that are in daily contact with the community, but at the same time, maybe the church plays a very important role...and the media, in disseminating the message. (Orlando)*

Most appropriate form of media to use: Radio was consistently mentioned as one of the most appropriate media outlets to use when disseminating information about emergency preparedness and response to Latinos. TV was also mentioned as important to use among Latinos in the Orlando area, and the New Orleans leader stated the idea of using all types of media when no disaster is imminent and focusing on radio in emergency situations.

- *If we are talking about preparation, just to prepare in general, not necessarily right before a disaster or right before a hurricane, I think they're going to use all media...If we are talking about the day before a disaster—let's say a hurricane—you got to use the right media. People are not going to be watching TV. They'll be in the car for hours and hours. You've got to be using the radio. The radio's got to be big. And you've got [to make sure] the radio stations are able to stay on the air. (New Orleans)*
- *Radio is something that people listen to at work or in the car, but once they get home, then it is the television. (Orlando)*

Most effective messages: The community leader in New Orleans believes messages should be as strong and firm as saying “If you stay, you die,” as he has heard firsthand many Latinos say they’d prefer to stay and endure the emergency—the hurricane, in this case—rather than evacuate in order to get the jobs available afterwards. In Orlando, messages should be aimed at having people prepare now, to act rather than react to emergency situations. Also, it was recommended to frame messages in the form of challenges, daring the community to prepare and prove that Latinos can be ready in emergency situations. A proposed phrase by the Orlando community leader was “ *Prepárate para que no te tome por sorpresa; prepárate a tiempo hoy y no dejes para mañana lo que puedes hacer hoy.* (Prepare yourself so it doesn’t take you by surprise; prepare today, beforehand, and don’t leave for tomorrow what you can do today.)”

Whom to address the messages to: Both community leaders said messages should be addressed to everyone, different audiences. Children are an important audience to address messages to, as they can take those messages back to their families, parents, and other caregivers (e.g., grandparents) for a greater impact.

- *I think that if the kid is educated at school and brings the message home, while at the same time the parent is listening to it through the TV or radio, then both of them will learn. The child will ask and the parent will have to explain; it could be like a homework assignment. (Orlando)*
- *My dad never did evacuate for a hurricane. We evacuated five times before Katrina. [Katrina] was the first time my dad evacuated, and he lived in Saint Bernard Parish. His house had...about 12 feet of water where he lived. Who knows what would have happened...But if it wasn't because of my daughter asking him to leave with us...you know, because he wouldn't listen to me...if it wasn't because of his grandkid asking him to leave, then [he wouldn't have left]...So, you got to hit them all. (New Orleans)*

Personal Experience with Emergency Preparedness and Response

Organization’s emergency preparedness plans: The New Orleans CBO established an emergency preparedness plan after Katrina. For example, all computer files are stored at an external server at another location and all staff have Atlanta area-code cell phones to allow them to communicate if local systems

are down. In the Orlando site, the need for a similar plan has been mentioned but to date has not been put into place.

Organization’s readiness to assist in emergency preparedness and response:

The Orlando CBO is willing and able to provide volunteers to help with answering phones and other tasks. The New Orleans CBO is now—after Katrina—able to assist the government and other entities in emergency preparedness and response efforts and has even established an office with staff whose sole responsibility is to prepare and respond after a disaster. They are still dealing with Katrina’s aftermath. This organization also provides trainings for priests, pastors, and ministers on what to do in response to a disaster. As the community leader put it, “We are blessed that we get to train them. We learned our lesson and we’re putting much emphasis on that here. This is something that we’re trying to bring nationwide, these types of trainings.”

Both organizations are willing to become more involved and would require additional resources and funding to be able to do so.

Final Remarks

Both organizations concluded that the most important issue to be addressed with Latinos is emergency preparedness—helping them understand the importance of preparing and ensuring that they have the means and motivation to actually do so.

Spanish-Speaking Media

Three in-depth interviews were conducted with Spanish-speaking media representatives as part of the formative research for this project: one in New Orleans (radio), and two in Orlando (print press and TV).

Overviews of Media Companies Interviewed

Spanish-speaking media experience: There was a wide range of experience in Spanish-speaking media among the interviewees (four, 13, and 20 years), the most experienced one being from New Orleans.

Company size and audience: Although the New Orleans media outlet and one of the Orlando media outlets had both radio and TV stations within their corporation, the interviews were focused on the radio portion of the New Orleans company, the

TV portion of one Orlando company, and the print medium of the second Orlando company. The New Orleans radio station had a variety of programming while the Orlando TV station had only a news program. The Orlando newspaper is part of a larger national news corporation in the U.S.

and its Spanish-language paper is distributed weekly, free of charge, to about 80,000 people.

Job responsibilities: The New Orleans interviewee served as General Manager for both the radio and TV stations housed within their corporation. The interviewee for the Orlando TV station served as the news producer for a local Spanish-speaking TV station, while the newspaper interviewee was a journalist on Hispanic and immigration issues for both the English and Spanish versions of the newspaper.

Health and wellness programming: Local physicians are regularly featured on the New Orleans radio programming, allowing for the audience to call in and ask them live questions. In Orlando, the TV station's programming also includes interviews and segments focused on health issues and featuring physicians and other health professionals. The Spanish weekly newspaper has a section titled "*Vida*" ("Life") that includes articles on health issues, among other things.

Assistance provided during an emergency or disaster: In spite of not having received any formal training in emergency management or response, the New Orleans radio station served as an information, communications, and news source for Spanish-speaking people during Hurricane Katrina. They are willing and able to provide public service information and announcements as they become available from the government and other private entities during an emergency, as well as serving as an information bridge between the people of New Orleans and family and friends from other countries through other national and international radio stations. Most information provided comes directly from FEMA, with whom they have direct communication one to two times per week. Their efforts have been effective and nationally recognized.

The Orlando TV station provides emergency information before, during, and after an emergency, including wall-to-wall coverage, call-in phone lines, and stories on how to prepare, and it participates in some additional emergency relief efforts, such as food drives. They collaborate with the government and the Red Cross in providing information and volunteer services to communities. The weekly newspaper also provides hurricane coverage—much more summarized in

comparison to the daily English version—as well as coverage of other emergency situations as needed. Writing, printing, and circulation never stop, regardless of the emergency. At these times, they report on the damages, victims, and relief efforts, and they provide such information as where shelters are located and where food and other essentials can be found. Information is also provided through the newspaper’s website. Both the Spanish and English versions publish a yearly guide on how to prepare for hurricanes, which is distributed the week before hurricane season starts.

Latino Community Knowledge

The New Orleans media representative believed that area Latinos have very little information on emergency preparedness and response, whereas the Orlando area media believed the problem to be more a lack of preparation rather than a lack of information. All agreed that those Latinos who have the most difficulty accessing information are those who do not know English. Not understanding the complex government bureaucracy was mentioned as another barrier for many Latinos.

- *They know very little, very little. They have not been educated. It would be good if there were any available programs for people to better prepare themselves...If we tell them, “No, nothing will happen,” 50% will do nothing. But if we tell them that “Yes, something will happen,” I think 90% will do something. But we need to know what is truthfully happening; if a hurricane is really coming or if there is a disaster. We need to make sure of that. (New Orleans)*
- *You see, many people don’t know what to do in case of hurricanes, because they come from South America where there are no hurricanes. Puerto Ricans did know how to prepare, but the others, Latin Americans, didn’t know...I think that after those four hurricanes we had back to back, the community learned how to better prepare themselves. (Orlando TV station)*
- *I think that there is not the same level of preparedness of going to buy food and those kinds of things as we see among other communities. I don’t know why that is, maybe it’s a temperament issue, not worrying too much about what will happen in the future. But they are informed. I think they are informed. The issue is another one—going from information to action. (Orlando newspaper)*

Talking about disasters: When Latinos in New Orleans and Orlando talk about emergencies and disasters, they mostly speak in terms of hurricanes and

cyclones. New Orleans Latinos also commonly cite tornadoes as emergency situations. The Orlando TV news producer highlighted the importance of using terms correctly, especially when referring to weather alerts versus warnings.

Emergency Preparedness and Response Resources among Latinos

Available resources for Latinos: The New Orleans radio manager believed that the resources available for other communities are also available for Latinos but that there are no resources or shelters geared specifically toward this group. In his opinion, Latinos make use of the available resources the best they can because of fear and their need to be in a safe place.

In Orlando, there are many resources provided by the city, the county, and nonprofit organizations, such as the Red Cross and churches. The TV news producer believed that Latinos only use the Spanish resources available (e.g., hotlines) whereas the journalist thought the limitations are most real for Latino newcomers.

Do Latinos have enough information? The New Orleans radio producer believed that post-Katrina Latinos in New Orleans have enough information on what to do in case of a natural or manmade emergency. Nonetheless, better and more detailed information should be provided in terms of the logistics for evacuating the city. The Orlando media representatives believed that Latinos in the Orlando area have enough information on emergency preparedness and response but were not sure that the information's been absorbed by the community.

- *I think the information is there. What I don't know is if...it has been incorporated into the culture. [If it's] been internalized, as it is usually said in English. One thing is knowing it and another one is doing it. (Orlando newspaper)*

Language preferred for information: Information should be available both in English and Spanish in New Orleans. In Orlando, the information should be made available in Spanish, as it is most convenient for Hispanics.

Information dissemination: The best mechanisms to disseminate information to Latinos in New Orleans are radio and television. Written materials are somewhat difficult to use among many low-income immigrants due to literacy levels. The

New Orleans interviewee felt that the government should be the one who takes the lead in making information available to the community.

In terms of the Emergency Broadcast System announcements, those in New Orleans are ineffective for Latinos, as they are only distributed in English. In Orlando—as well as in other U.S. jurisdictions, such as Puerto Rico—they are in English and in Spanish.

- *On TV they present some, but in English. I don't know why they haven't done them in Spanish yet, even though the FTC is trying to adapt bilingual messaging in everything they do, so that the emergency service is also available in Spanish. During Katrina, they didn't do that, so after Katrina we spoke to them...they should do them in Spanish, and they heard us, but I don't know if they have decided for or against it. Still, when we receive the information in English, we immediately translate it and pass it on to our audience. (New Orleans)*

Family members are also good sources of information among Latinos. However, family members receiving erroneous information will spread erroneous information throughout the community.

- *But the problem is the quality of the information. Maybe someone is not well informed or gives incomplete information to others. An example of this was when hurricanes come, people used to say that they should put masking tape on the windows. Generally, that does nothing. It doesn't solve the problem of having a window break. You need to do something more drastic than that. And I still see masking tape on windows at Hispanic neighborhoods. I mean, because the word gets out and people do it, and think they are protecting themselves from the wind. (Orlando newspaper)*

Emergency Managers and First Responders

Emergency managers: During the Katrina disaster, the New Orleans radio station continued transmission. They did not have any direct communication with the city's emergency manager and encountered some disbelief from the government when they told them following Katrina that they were still operating. The government then gave them some gasoline to stay on the air, but no information whatsoever to disseminate to the community. The radio manager felt that the government did not provide adequate services to Latinos since they do not provide information in Spanish.

In Orlando, emergency managers host press conferences during the hurricane season, talk to community leaders, and identify ways to collaborate. They also collaborate and share their best practices with other nearby counties. Overall, emergency management has a good relationship with media, including Spanish-speaking media in the Orlando area. The Orlando TV news producer highlighted that the previous Florida governor would address the state in English and Spanish, as he was fluent in both. If information is not available in Spanish at any given time, the media would translate it for the audience.

First responders: The New Orleans interviewee believed that the Red Cross did excellent work in this regard. The Orlando TV news producer believed that the media are part of the first response teams, along with the Red Cross.

Room for improvement: In New Orleans, the interviewee felt that emergency managers appear to be completely unaware of the needs of the Latino community. In Orlando, interviewees recommended making information more accessible to Latinos, not waiting for them to seek the information but having it readily available at supermarkets, gas stations, etc. Having a Spanish-speaking official who becomes more engaged with the community was also considered important.

- *I don't know how they select their director, but if one of them listens to my recording, know that you need to live with the Hispanic community to know what we need, our lifestyle. Our traditions are very different from African Americans' and Whites'. I think that we must have emergency personnel, emergency managers specifically for Latinos. (New Orleans)*

Collaboration with emergency management officials: While the New Orleans station's relationship with emergency management is limited to knowing about one another, in Orlando, emergency management has agreed to provide the media outlets with regular information during emergencies and allow them to have reporters on-site at the emergency management command center. In Orlando, there is also an email listserv through which the media is made aware of any news from emergency management. The emergency management office is very accessible to the local media.

An additional recommendation from the media interviewees was for the emergency management offices to establish alternate ways to communicate with the media in case of emergencies.

- *An emergency manager should give us tools so they can communicate with us in case of emergencies. If electricity is down, phone is down, we*

won't have any. But if they give us a radio, or something satellite-based, then they will be able to reach us. We will be able to tell them how the Hispanic community is reacting and they could tell us what types of support or information there is so we can reach them [Latinos]. (New Orleans)

- *Instead of sending [a press release], tell us, "Look, these are the bullets...what we need to be is on the air now"...But, still, I think they've done a good job. (Orlando TV station)*

Information Dissemination and Trusted Sources

Trust in emergency preparedness and response systems: In New Orleans, Latinos generally have a low level of trust toward the emergency preparedness and response systems, based on the Katrina experience. In Orlando, the TV news producer says Latinos trust them because they are the government. On the other hand, the Orlando journalist disagrees, as information is still being disseminated but hasn't been translated into action among the community.

- *Here in Louisiana, [Latinos don't trust the emergency preparedness and response systems]. But after Katrina, they've probably learned their lesson. We Latinos are very tolerant. We'll give them the benefit of the doubt. But they [emergency preparedness and response systems] need to be prepared for the next time. (New Orleans)*
- *No. That's what I was talking about. I think that the information will keep on going out, and I think that we don't see as much preparedness among Hispanics, and I don't know why. (Orlando newspaper)*

Whom do Latinos trust? Community-based organizations and churches were mentioned as entities Latinos trust to give them accurate information, as the community is in frequent contact with them. In New Orleans, the radio manager said he believes that local Latinos trust their station because of the long and positive history the station has with the community.

- *[They] probably [trust] Hispanic community-based organizations, as well as the churches they go to...Because they see them all year long and know them and have a relationship with them, and that is what is missing with officials. (Orlando newspaper)*
- *Us, because we have more than 40 years of being here with them. We've always given them good information. Never have lied to them and, even more, I think we've helped them. (New Orleans)*

Where do Latinos prefer to seek information? Latinos generally prefer to seek information from the media, but also from whomever can give it to them in the Spanish language.

How to best provide information to Latinos: The best way to provide information to Latinos is through the media in order to reach the largest number of people. Television, radio, and newspaper media were mentioned.

Effective messaging: In New Orleans, the best way to make Latinos react during an emergency situation might be to simply remind them about what happened during Hurricane Katrina. In Orlando, messages should inform of the risks in not preparing for an emergency. Messages should be addressed to adults and heads of households.

The Orlando TV station uses several predetermined, generic messages to alert the community of a hurricane emergency. Also, they run hurricane preparedness spots starting in May that last throughout the hurricane season. The Orlando newspaper has staff assignments ready in case of emergency situations.

Company's Own Experience with Emergency Preparedness and Response

The New Orleans radio station has an emergency generator in place in case of an emergency, as well as a staff preparedness plan which includes food and clothing to use while it is still possible for them to broadcast. A similar scenario was described by the Orlando TV news producer and the newspaper journalist. All three outlets are willing and able to provide emergency information to their audiences and are interested in learning more ways to do so. All mentioned increased and improved communication with emergency management as key in accomplishing this.

Final Remarks

All three media representatives highlighted the importance of keeping the Latino community as informed as possible, as well as having more contact with and awareness of the needs of Latinos on the part of emergency managers. Having Spanish-speaking government officials and emergency managers speak to Hispanics in Spanish was also recommended.

VI. Key Findings

The National Council of La Raza's Institute for Hispanic Health believes that the four FGDs and eight IDIs on emergency management, preparedness, and response carried out in New Orleans and Orlando in March 2008 suggest the following:

- **Latinos feel that the single largest barrier in preparing for and responding to emergencies is a lack of information in Spanish.** Community members, community leaders, Spanish-speaking media, and emergency managers all agreed that more and better information in Spanish and more bilingual relief workers are needed to close this gap.
- **There is a disparity between Latino immigrants' perception of the role of the government in informing, preparing, and assisting the community in a disaster and the actual role played by the government.** Groups who had never experienced a disaster in the United States expressed the most faith in government as the primary entity to prepare for and assist in the event of a disaster, whereas groups with disaster experience expressed dissatisfaction with the government's actions, wariness about trusting or relying on the government in the future, and plans to seek assistance from family, friends, and nonprofit groups in the event of a future disaster.
- **Recent immigrants are especially at risk in the event of an emergency due to unfamiliarity with the system, documentation issues and related mistrust of and discrimination by authorities, and a lack of adequate transportation to evacuate.** Community members as well as emergency managers, community leaders, and Spanish-speaking media all expressed concern that these factors put immigrants in a position of insecurity and vulnerability that greatly hinders their ability to prepare for and respond during a disaster.
- **Beside the government, Latinos also rely on churches, CBOs, and the American Red Cross to receive disaster-related information and assistance.** Churches were consistently named as the most trusted entity in Latino communities, along with community centers where Latinos go to receive health, educational, legal, and other services. Collaboration among all of these entities was seen as key in extending emergency management's reach into Latino communities.
- **Television and radio are seen as the most important media sources through which Latinos receive disaster information, but they would like to receive information in as many formats as possible.** A variety of other helpful formats were mentioned, including newspapers, utility bills, text messaging, and the Internet. Children were also cited as an important audience to address messages to, as they can take those messages back to their families, parents, and other caregivers for a greater impact.

VII. Recommendations

Based on the findings of the formative research conducted for the Project to Enhance the Capacity of Emergency Managers to Respond to Latino Communities, NCLR proposes the following recommendations for policymakers, emergency management teams, CBOs, and other groups dedicated to working with the Latino community:

- **Increase the amount and quality of disaster information and assistance in Spanish.** All important emergency preparedness and response messages for the public should be provided in Spanish, and efforts should be made to avoid direct translations and tailor messages to be linguistically and culturally appropriate. Information provided through the Emergency Broadcasting System and the National Weather Service should be made universally available in both English and Spanish. The pipeline of bilingual, bicultural first responders, emergency managers, and other response and relief personnel should also be increased, especially in areas with large Latino populations.
- **Create a massive national, bilingual multimedia disaster preparedness campaign.** The federal government should work in conjunction with state and local emergency management agencies, CBOs, and Spanish-speaking media outlets to design and implement the campaign. The federal emergency preparedness website, www.ready.gov, is a good step, but more is needed in terms of television, radio, community outreach worker programs, and other social marketing and grassroots efforts.
- **Suspend immigration enforcement during emergency situations.** A clear policy directive is needed which declares that immigration enforcement shall not be undertaken in association with any phase of emergency preparedness, relief, or recovery so that immigrants' fears of being detained on the basis of their immigration status do not obstruct the process. A strong and clear statement should be made to the public indicating that all immigration-related enforcement activities will be suspended during disaster situations to ensure the safety and well-being of all.
- **Expand and strengthen collaboration between emergency management agencies and Latino-serving churches and CBOs.** Relationships with these trusted organizations should be established and nurtured well in advance of a disaster in order to develop coordination among entities and secure the trust of the Latino community.
- **Diversify outlets for delivering information.** Radio, television, text messaging, newspapers, flyers, utility bills, and websites: the wider the variety of media, the larger the audience of Latinos that will be reached.

The results from this formative research study underscore the importance of gathering information directly from the Latino community to understand how to best reach this population with important disaster preparedness and relief information and respond to their needs in times of crisis.

