Instruction **256-022-01:** Reasonable Accommodation Program

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OVERVIEW

1 This Instruction provides guidance in the implementation of FEMA Directive 256-22-03.

2 Reasonable Accommodation Program, by further outlining the Federal Emergency 3

Management Agency's (FEMA or the Agency) policy and procedures for reasonable

4 accommodation as it pertains to applicants for employment and employees.

POLICY

5 FEMA must fully comply with the reasonable accommodation requirements of the 6 Rehabilitation Act of 1973, the Americans with Disabilities Act Amendments Act of 2008 7 (ADAAA), Executive Order (EO) 13164: Establishing Procedures to Facilitate the 8 Provision of Reasonable Accommodation, and Executive Order 14035: Diversity, 9 Equity, Inclusion, and Accessibility in the Federal Workforce. FEMA must provide 10 reasonable accommodations for the known physical or mental disabilities of applicants and qualified employees, unless FEMA demonstrates that the accommodation would 11 12 impose an undue hardship. FEMA provides reasonable accommodations as follows:

- 13 1. Where an applicant for employment with a disability needs an accommodation in 14 order to complete the application process;
 - 2. Where an employee with a disability needs an accommodation to enable them to perform the essential functions of the job; or
 - 3. Where an employee with a disability needs an accommodation to enjoy equal benefits and privileges of employment.

19 20 All requests for a reasonable accommodation will be coordinated with the Disability Unit 21 within the Office of Equal Rights (OER). OER will provide guidance, technical 22 assistance, and facilitate the interactive process as needed for all parties involved. All 23 timeframes outlined in this instruction are based on calendar days.

PRINCIPLES

24 FEMA will process requests for reasonable accommodation as outlined in this policy. 25 and as appropriate, provide a reasonable accommodation to the applicant or employee 26 in a way that is consistent with the FEMA core values of compassion, fairness, integrity 27 and respect. Fairness, efficiency, and speed will be emphasized.

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29 Fairness: All requests for reasonable accommodation submitted to the OER Disability 30 Unit will be reviewed in a fair and impartial manner. 31

32 **Timeliness:** All reasonable accommodation requests will be processed within 45 days, 33 in the absence of extenuating circumstances.

FORMS PRESCRIBED

- 35 All prescribed forms are attached and linked within this instruction
- 36 1. FEMA Form 256-0-1, Request for Reasonable Accommodation
- 37 2. FEMA Form 256-0-2, Management Response to Request for Reasonable
 38 Accommodation
- FEMA Form 145-FY21-100, Requisition for Supplies, Equipment, Services,
 Personnel and/or Teams

CHAPTER 1: REQUESTS FOR REASONABLE ACCOMMODATION

41 Overview

42 An individual with a disability may request a reasonable accommodation whenever they 43 choose, even if they have not previously disclosed the existence of a disability.

- 44 However, there may be limitations on the agency's ability to provide a requested
- 45 accommodation at a specific time if insufficient notice is provided. Therefore, agency
- 46 employees should request accommodations as soon as practicable after the need for
- 47 such assistance becomes known.

48 **Procedures**

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49 The reasonable accommodation process begins when a request for accommodation is 50 made. The following procedures apply to the request:

- 1. An applicant for employment may request an accommodation orally or in writing from any FEMA employee with whom they have contact throughout the application process. The FEMA employee receiving the request must notify the OER Disability Unit as soon as they become aware of the request. An applicant for employment may also request an accommodation directly to the OER Disability Unit at: <u>FEMA-Reasonable-Accommodation@fema.dhs.gov.</u>
- 2. An employee may request an accommodation orally or in writing through the DHS Accessibility Compliance Management System (ACMS), to their supervisor of record (SOR), Cadre Coordinator, Temporary Duty Supervisor, who will forward the request to OER, Or the employee may directly contact the OER Disability Unit utilizing FEMA Form 256-0-1, Request for Reasonable Accommodation who will . Regardless of who receives the request, all reasonable accommodation requests are to be coordinated with the OER Disability Unit.
- 3. A request does not have to contain any special words, such as "reasonable accommodation," "disability," or "Rehabilitation Act." A supervisor, manager, or the Disability Program Manager (DPM) should ask individuals whether they are requesting a reasonable accommodation if the nature of the initial communication is unclear, but where the employee associates a request or need for an accommodation with a medical condition.
- Example A: An employee tells her supervisor, "I'm having trouble getting to work at my scheduled starting time because of medical treatments I'm undergoing." This may be a request for a reasonable accommodation.
- Example B: An employee tells his supervisor, "I need six weeks off to get treatment for a back problem." This may be a request for a reasonable accommodation.

Example C: A new employee, who uses a wheelchair, informs the employer that
 her wheelchair cannot fit under the desk in her office. This is a request for
 reasonable accommodation.

Example D: An employee tells his supervisor that he would like a new chair because his present one is uncomfortable. Although this is a request for a change at work, his statement is insufficient to put the employer on notice that he is requesting reasonable accommodation. He does not link his need for the new chair with a medical condition.

- If a Deciding Official receives an oral request for accommodation, they will request the employee to submit it through ACMS or complete FEMA Form 256-0-1 Request for Reasonable Accommodation to memorialize the request in writing. However, a request through ACMS or in writing is not mandatory and will not delay its processing. If the employee does not submit the request through ACMS or FEMA Form 256-0-1 within three calendar days of the request, the Deciding Official will submit the request for the employee to the OER Disability Unit for entry and notification of both the employee and Deciding Official.
- A Reasonable Accommodation (RA) Specialist will be assigned to a request upon receipt of submission, whether through ACMS or via FEMA Form 256-0-1 and whether submitted directly by the individual or on their behalf.

If a request is made to a supervisor who is not the Deciding Official for the employee,
that individual must forward the request within three (3) calendar days to the OER
Disability Unit or the appropriate Deciding Official for the employee, if known.

A family member, health professional, or other representative may request an accommodation in conjunction with or on behalf of an applicant or employee. The request should be directed to the same person(s) to whom the applicant or employee would make the request as outlined above. A request does not have to include any specific words, such as "reasonable accommodation," "disability," or "Rehabilitation Act."

When an employee needs a specific accommodation on a recurring basis (e.g., the
assistance of sign language interpreters or readers), a formal request is only required
on the first occasion requested; however, when known, advance notice of at least two
days must be given to the OER Disability Unit, but as far out as possible each
subsequent time the accommodation is needed. The RA Specialist will provide the
employee specific information on appropriate timeframes for submitting these requests.

123 Interactive Process

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124 The Deciding Official and the requesting applicant or employee must have a discussion 125 about the request, the process for determining whether an accommodation will be 126 provided, and the accommodation and possible alternatives to the requested

- accommodation. This discussion must begin within seven calendar days of the request
 being made. The Deciding Official will take a proactive approach in considering possible
 accommodations, including consulting with the applicant or employee and other
 appropriate resources, including those described in Chapter 7.
- Ongoing communication is particularly important when the specific functional limitation is unclear, an effective accommodation is not obvious, or the applicant or employee and the Deciding Official are considering different possible accommodations. In those cases where the disability, the need for accommodation, and the type of accommodation that should be provided are clear, extensive discussions are not necessary. Even so, the Deciding Official and requesting individual must communicate with each other to make sure that there is a full exchange of relevant information.
- RA Specialists are available throughout the interactive process to provide assistance to
 both Deciding Official and individual requesting accommodation.

142 Requests for Medical Documentation

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- FEMA is entitled to know that an applicant or employee has a disability that entitles them to a reasonable accommodation. FEMA may require that an applicant or employee provide medical documentation describing their disability and functional limitations where the disability and need for accommodation are not obvious or otherwise already known to the Deciding Official.
- Requests for medical documentation must be submitted directly to the OER Disability
 Unit.
- 152 OER will request medical documentation in the following manner:
- Applicants: The Disability Program Manager (DPM) may request medical documentation when it is necessary to evaluate an accommodation request. If medical documentation provided is insufficient, the DPM will notify the applicant and request additional medical documentation within three (3) calendar days.
- Employees: The Reasonable Accommodation (RA) Specialist may request medical documentation when it is necessary to evaluate an accommodation request. The employee will provide the required medical documentation to the RA Specialist within 14 calendar days of when the request is made.
- 161 3. Medical documentation will be considered sufficient if it meets the following criteria:
 - Describes the nature, severity, and duration of the individual's condition;
 - The activity or activities that the condition limits;
 - The extent to which the condition limits the individual's ability to perform said activity or activities; and
- Substantiates why the requested reasonable accommodation is needed.
- Medical documentation about the individual's disability and functional limitations
 must come from a licensed medical professional. Depending on the disability and

- the type of functional limitation it imposes, qualified professionals could include,
 among others, doctors, physician assistants, psychiatrists, psychologists, nurses,
 physical therapists, occupational therapists, speech therapists, and vocational
 rehabilitation therapist.
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 5. If medical documentation provided by an employee is insufficient for the Deciding
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 6. The written request for additional medical documentation from the RA Specialist will explain to the employee, in specific terms, why the documentation provided was insufficient, what additional documentation is needed, and why the additional documentation is necessary for the Deciding Official to make a determination on their accommodation request.
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 7. If the RA Specialist has sufficient medical documentation, they will provide the Deciding Official with an outline of the employee's workplace limitations and recommended accommodations within eight (8) calendar days of receiving the medical documentation. The Deciding Official will also be notified that processing of the accommodation request must be completed within seven (7) calendar days once they have received this documentation.
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 8. If the RA Specialist determines that submitted medical documentation must be reviewed, it will be sent to the DPM to forward to the Federal Occupational Health Medical Officer or FEMA Chief Medical Officer to review the documentation for sufficiency, if necessary. Alternatively, it may be performed by a health care provider of FEMA's choice and at FEMA's expense. Consideration should be given to providing the employee an interim or partial reasonable accommodation while awaiting additional documentation.
- An applicant's or employee's failure to participate in the interactive process may
 result in denial of their request.
- 10. All medical records obtained during the accommodation request process are to be
 shared on a need-to-know basis and must be kept in files separate from the
 employee's personnel file.
- 11. The OER Disability Unit is the custodian of all medical documentation upon
 completion of the interactive process following a final decision on an
 accommodation request. Individuals, managers and supervisors must forward all
 copies of medical information to OER and destroy any local copies.
- In the event of a change in an employee's supervisor, upon request, the OER
 Disability Unit will provide the new supervisor with an outline of the employee's
 workplace limitations and approved accommodations. Individuals, managers and
 supervisors shall not discuss an employee's disability or need for an
 accommodation with personnel who have no need to know.

13. A Deciding Official who believes, based on objective evidence, that an
accommodation is no longer needed or is no longer supported by the medical
documentation upon which it was originally granted, must contact the OER
Disability Unit to discuss whether further steps will need to be taken to determine
the employee's continuing need for the accommodation.

214 **Processing Timeframes**

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All FEMA officials are expected to act as quickly as reasonably possible in processing requests and providing accommodations, as failure to respond promptly to a request may result in a violation of the Rehabilitation Act.

Absent of extenuating circumstances, FEMA will process requests for Reasonable
 Accommodation and where approved provide accommodations within 45 calendar days
 from the date FEMA received the request.

- 224 Requests for reasonable accommodation will be processed as follows:
 - If a request from an employee is received and medical documentation is not needed, the Deciding Official is responsible for ensuring the request is processed and, if granted, the accommodation is provided within 15 calendar days from the date of receipt of the request.
- 2. In cases where medical documentation is needed, the accommodation, if granted, will be provided within 25 calendar days from the date the RA Specialist receives sufficient information to know that an employee has a disability and requires a reasonable accommodation absent any extenuating circumstances, including but not limited to, the unavailability of items within the supply system for immediate shipment.
- 3. Standard processing timeframes do not apply in cases where an employee or their
 medical professional fails to provide requested medical documentation in a timely
 manner. The agency may toll, or suspend, the timeframes once it has requested
 medical documentation. However, the processing timeframe resumes as soon as
 medical documentation is received.
- 4. If a request from an applicant is received and medical documentation is not needed,
 the DPM will make a determination and provide notice to the employee or applicant
 within ten (10) calendar days.
- 5. Requests are processed in the order in which they are received. In cases where an employee has indicated that their request is time sensitive, the request shall be granted expedited processing. Examples of situations where requests will be considered time sensitive include an upcoming job interview, scheduled official travel, disaster deployment, or Entry on Duty for new hires.
- Applicants or employees will be notified of a denial of a request for reasonable
 accommodation within 45 calendar days of receipt of the request. This does not

FEMA REASONABLE ACCOMMODATION POLICY

- include time elapsed while FEMA awaits requested sufficient information to
 determine whether the employee has a disability and requires a reasonable
 accommodation. Information about the denial process is described in Chapter 2.
- For reasonable accommodation cases where an employee has been unresponsive, after being required to submit sufficient supporting documentation, the
 accommodation request will be closed due to inactivity 30 days after FEMA's last communication or request for information. Employees may submit a new
 accommodation request at any time.

CHAPTER 2: DECISIONS AND APPEALS

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259 Deciding Officials who grant or deny requests for reasonable accommodation or who 260 make hiring decisions must know how to arrange for the use of agency resources to 261 provide the accommodation, including any centralized fund the agency may have for 262 that purpose.

263 Granting a Request

As soon as the Deciding Official determines that a reasonable accommodation will be granted, the decision must be immediately communicated in writing to the individual through *FEMA Form 256-0-2, Management Response to Request for Reasonable Accommodation or Response to Request for Reasonable Accommodation Memorandum.* For employee requests, a copy must be sent to the RA Specialist.

- Absent exigent circumstances, the Deciding Official must secure and implement or provide the equipment or services that constitute the approved accommodation within 45 calendar days of the request; and
 - b. If the accommodation cannot be provided within 45 calendar days of the request due to exigent circumstances, the Deciding Official must inform the individual of the projected timeframe for providing the accommodation, any interim accommodations that can be provided, and the reason(s) for the delay.

278 Granting of an Alternative Accommodation

An applicant or employee with a disability is entitled to an *effective* accommodation and not necessarily the accommodation requested. The Deciding Official must communicate their decision to the individual as soon as possible using FEMA Form 256-0-2, and document why the Deciding Official and RA specialist for employees believe the alternative accommodation is more appropriate than the one requested.

Where the requested accommodation cannot be granted, the Agency will make every effort to identify an alternate accommodation to support the applicant or employee. In those instances where an alternative accommodation for an employee is not identified, the Deciding Official must consult with the RA Specialist to ensure all alternative accommodations are identified and considered.

290 Denial of a Request

If a request for reasonable accommodation is denied or partially denied, notification of
 the decision must be provided in writing within 5 business days of the request for
 accommodation being denied and must specifically state the reason for the denial.

The Deciding Official shall consider all resources available to the Agency as a whole, excluding those designated by statute for a specific purpose that do not include reasonable accommodations. The Deciding Official shall not deny a request for accommodation based solely on cost and is not acceptable when another less costly effective accommodation is available; and may result in a violation of the Rehabilitation
Act of 1973 and FEMA policy.

Prior to denying a request for reasonable accommodation for an applicant or employee, the Deciding Official and the RA Specialist (assigned to the employee request) must consult with the OCC embedded attorney in OER to articulate the specific reasons for the denial. The Deciding Official in coordination with the RA Specialist (assigned to the employee request) will draft the denial decision. The OER Director must review and concur with all denial decisions within 3 business days of the denial decision.

- An applicant or employee who believes they were unlawfully denied a reasonable
 accommodation may file a complaint of discrimination. They must contact the OER
 Equal Employment Opportunity Unit and initiate contact with an EEO Counselor within
 45 days of the denial by contacting <u>FEMA-EqualRights@fema.dhs.gov.</u>
- Upon concurrence by the OER Director, a written communication of the decision must be provided to the individual requesting the accommodation within 5 business days of the denial decision. The denial must clearly state the specific reasons for the denial, which shall include, where applicable:
 - a. Why the requested accommodation would not be effective;
 - b. Why the requested accommodation would result in undue hardship to the Agency;
 - c. Whether medical documentation provided was inadequate to establish that the individual has a disability and/or needs a reasonable accommodation;
 - d. Whether the requested accommodation would require the removal of an essential job function; or
 - e. Whether the requested accommodation would require the lowering of a performance or production standard.
- 327 **Reconsideration of a Denial**

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- An applicant or employee who has requested a reasonable accommodation may request prompt reconsideration of a denial of reasonable accommodation.
- If an applicant is denied their request for reasonable accommodation, they may appeal directly to the OER Director in writing, within ten (10) calendar days of the applicant's receipt of the decision. The applicant may present additional information in support of their request. All additional information in support of their request must also be submitted within ten (10) calendar days of receipt of the decision. The Director will respond to this request within ten (10) calendar days of receipt of the request.
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 2. If an employee is denied their request for reasonable accommodation, they may appeal directly to their second level supervisor within ten (10) calendar days of the employee's receipt of the decision. The employee may present additional information in support of their request. The second level supervisor will respond to this request within ten (10) calendar days of receipt of the request. The appeal

decision must be reviewed by OER within ten (10) days prior to issuance. The
 employee may submit a new request for a reasonable accommodation at any time.

344 Extenuating Circumstances

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- Extensions based on extenuating circumstances are limited to circumstances where
 they are strictly necessary. The Agency is expected to act as quickly as possible in
 processing and providing accommodations. Extenuating circumstances include, but are
 not limited to:
 - a. A delayed or outstanding initial or follow-up request for medical documentation.
 - b. The purchase of equipment needed to fulfill the reasonable accommodation takes longer than 15 calendar days, and the delay is beyond FEMA's control.
 - c. Logistical delays with procuring equipment such as the equipment is backordered, the vendor is no longer in business, or the vendor cannot promptly supply the needed goods or services and another vendor is not immediately available.
 - d. New staff needs to be hired or contracted for, or an accommodation involves the modification or removal of architectural barriers.

Where extenuating circumstances are present, the Deciding Official must notify the individual of the reason for the delay, and the approximate date on which a decision, or provision of the reasonable accommodation, is expected. Any further developments or changes must also be communicated promptly to the individual.

If there is a delay in providing an accommodation that has been approved, the Deciding
Official must determine whether an interim accommodation for the employee is
available. In addition, the Deciding Official may provide measures that are not
reasonable accommodations within the meaning of the law (e.g., temporary removal of
an essential function) if: (1) they do not interfere with the operations of the Agency; and
(2) the employee is clearly informed that the measure is only temporary.

If a delay is attributed to the need to obtain or evaluate medical documentation and
FEMA has not yet determined that the individual is entitled to an accommodation, FEMA
may provide an interim accommodation. In this case, the Deciding Official will notify the
individual in writing that the accommodation is being provided on a temporary basis
pending a decision on the request.

Deciding Officials who approve interim accommodations are responsible for assuring
that they do not take the place of the appropriate permanent accommodation and must
not last longer than 45 calendar days absent extenuating circumstances. Deciding
Officials will regularly check in with the employee and consult with RA Specialists to
ensure all necessary steps are being taken to secure a permanent accommodation.

383 **Periodic Review of Reasonable Accommodation**

- 384 The employee and supervisor will review the employee's reasonable accommodations 385 on at least an annual basis from the date of implementation to ensure the
- accommodation is still effective. Employees can share if their workplace limitations have
 changed and convey whether the accommodation is still effective from their perspective.
- Supervisors can determine if there are any changes to an employee's disability and if a
 more effective accommodation is needed. Further, this ensures FEMA is doing what is
 appropriate under federal disability law.
- FEMA employees who have an approved accommodation must have an interactive discussion with their supervisor annually to discuss their accommodation and if any medical documentation needs to be updated. One of the following will apply:
- If the employee has a permanent disability and their medical documentation
 on file currently reflects that they will not need to provide updated
 documentation.
- If the employee has an obvious condition (i.e., a person who is deaf), they will not need to provide medical documentation to support that they are a person with a disability, though they *may* need to do so to support their accommodation request if the workplace limitation is not obvious. Employees should engage with their supervisor and/or the OER Disability Unit to clarify.
- If the employee has a non-obvious condition and needs a new accommodation or has an accommodation currently, but has never submitted required documentation, the employee must provide documentation to support their request to the OER Disability Unit.
- If an employee's current documentation meets one of the criteria below, the
 employee must provide updated medical documentation from a medical
 professional outlining the current status of their condition to the OER Disability
 Unit:
- 412 1. Does not provide a specific duration for the requested accommodation;
- 413 2. Indicates their condition or need for accommodation will change; or
- 4144153. Indicates that the need for accommodation is about to expire and the employee still anticipates the continued need for an accommodation.
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CHAPTER 3: REASONABLE ACCOMMODATION FUNDING AND EXAMPLES

417 Funding for Reasonable Accommodation Requests

418 OER will provide and/or coordinate funding for reasonable accommodations for 419 applicants for their request for accommodation. OER will provide and/or coordinate 420 funding for employees for reasonable accommodations and will pay for recurring costs 421 for services such as sign language interpreters (OER does not fund services for public 422 meetings sponsored by program offices. Program offices are responsible for arranging 423 and funding interpreter services for these meetings), and personal assistant services. 424 OER funds the first instance of products or equipment (i.e., an ergonomic chair, 425 keyboard, monitor, or assistive technology software) provided as a reasonable 426 accommodation to an employee. The employee's program office is responsible for 427 funding any subsequent accommodation that provides the same product or equipment 428 to the employee. For example, if OER purchases an ergonomic chair for the first time as 429 a reasonable accommodation for an employee, any replacement of the ergonomic chair 430 for any reason is the responsibility of the employee's program office. If an employee 431 needs a monitor as reasonable accommodation and it is subsequently determined the 432 employee also needs assistive technology software as a reasonable accommodation. 433 OER will fund the first instance of both of these items. If an upgrade to the software is 434 required, that is the responsibility of the employee's office to fund and provide. 435 Subsequently, where an employee requires a reasonable accommodation in the field, the organization where the employee is located – such as the JFO – will procure the 436 437 items or services. If a unique item or personal services are required, OER will provide 438 the appropriate approved and coordinated statement of work for any unique contracting 439 action. An employee's program office is responsible for office supplies such as printer 440 ink and paper. 441

- If an employee's reasonable accommodation is approved for a travel-related reasonable
 accommodation that falls outside of standard travel regulations and procedures, the
 SOR is responsible for verifying the travel accommodation is a valid need and effective
 accommodation based on the employee's reasonable accommodation.
- All reasonable accommodations for local hires, reservists, and other employees
 deployed to a disaster are funded by the applicable disaster through the Disaster Relief
 Fund.

450 Sign Language Interpreting and Communication Access Realtime 451 Translation (CART) Services

- 452 FEMA provides sign language interpreting and CART services for applicants and
 453 employees who are deaf or hard of hearing. Services are provided on a scheduled
 454 basis. Examples of when an interpreter or CART could be used are:
 - One-on-one meetings between employees
- Team meetings

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- Office staff meetings
 - Training or workshops, where the employee is an attendee/participant
 - Office gatherings of either a social or business nature
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462 Sign Language Interpreting or CART services can be requested vie email at: <u>FEMA-</u>
 463 <u>SLI-CART@fema.dhs.gov</u>.

464 **Personal Assistance Services (PAS)**

- Pursuant to 29 C.F.R. § 1614.203(d)(5), federal agencies are required to provide PAS
 to employees who need them because of a targeted disability, unless doing so would
 impose an undue hardship on FEMA.
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 469 Not everyone with a targeted disability is entitled to PAS; only those individuals with a
 470 targeted disability who require assistance with activities of daily living may receive PAS.
 471 Medical conditions that are more likely to result in the need for PAS include, for
 472 example, missing limbs or paralysis due to spinal cord injury. The process for
 473 requesting PAS is the same process as requesting a reasonable accommodation, as
- 474 provided in Chapter 2.

475 Service and Emotional Support Animals

- A service animal must be individually trained to do work or tasks directly related to the
 individual's disability. Animals whose sole function is to provide comfort or emotional
 support do not qualify as service animals under the Americans with Disabilities Act but
 may be permitted as an approved reasonable accommodation. The use of emotional
 support animals as a reasonable accommodation will be evaluated on a case-by-case
 basis.
- 483 An applicant must notify the DPM at <u>FEMA-Reasonable-</u>
- Accommodation@fema.dhs.gov that they have a disability and require the use of a
 service or emotional support animal. Employees must notify their immediate supervisor
 or the OER Disability Unit that they have a disability and require the use of a service or
 emotional support animal. This notification can be done through the reasonable
 accommodation request process.
- 490 If an applicant or employee with an animal comes to a FEMA facility where it is not
 491 obvious that the animal is a service or emotional support animal, FEMA personnel may
 492 ask only two specific questions:
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- 494 (1) Is the animal a service or emotional support animal required because of a
 495 disability?
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 - (2) What work or task has the animal been trained to perform?
- FEMA personnel and Security staff (if non-FEMA, e.g. contract security or FPS), are not allowed to request any documentation for the animal, require that the animal

- demonstrate its task, or inquire about the nature of the person's disability.
 Accommodating visitors with service or emotional support animals to FEMA facilities is
 subject to the requirements of Section 504 of the Rehabilitation Act and procedures in
 this paragraph must also be used for such visitors.
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 506 Unless the disability is obvious, the requesting individual may be required to provide
 507 medical documentation to their supervisor or the OER Disability Unit describing the
 508 specific work or tasks the animal performs.
- 510 When on-site at a FEMA facility, the service or emotional support animal must be under 511 the handler's control at all times. For instance, the animal must be harnessed, leashed, 512 or tethered. If these devices interfere with the animal's work or the individual's disability 513 prevents using these devices, the animal must be under the handler's control via other 514 means (e.g., voice control). The animal is to accompany its handler while at the facility 515 at all times. 516
- 517 Recognizing the variety of environments where FEMA employees may deploy, 518 employees are solely responsible for ensuring that the service or emotional support 519 animal stays under the control of the employee at all times; ensuring and maintaining 520 documentation that the animal receives all the vaccinations as medically required by the 521 jurisdiction in which the animal is housed and/or works. The OER Disability Unit is 522 available to provide additional information about the use of a service or emotional 523 support animal at FEMA.
- 525 An individual may be asked to move or remove their service or emotional support 526 animal if:
- The animal is out of control (e.g., uncontrolled barking, jumping on other people, running away from the handler) and the handler does not take effective action to control it, and/or;
- 530 2. The animal is not housebroken.

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- 5313. The animal's presence impacts another employee's reasonable accommodation or532unduly burdens the general work environment.
- 534 When there is a legitimate reason to move or remove a service or emotional support 535 animal, the OER Disability Unit will coordinate with the applicant, visitor, or employee 536 and their supervisor, to determine alternative reasonable accommodations for the 537 individual to perform the functions of their job and the opportunity to obtain goods or 538 services (e.g., café items, health unit services, etc.) without the animal's presence 539 unless doing so would cause an undue hardship. 540
- 541 OER will fund hotel and associated pet fees for flights (i.e., carrier fees). OER is not 542 responsible for personal care items or services (i.e., dog food, reimbursement of 543 veterinary care expenses, etc.). Any other expenses that are not listed will be 544 considered on a case-by-case basis, unless doing so would cause an undue hardship.

545 **Reassignment**

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- 546 Reassignment is considered the accommodation of last resort. Only after all other 547 options have been exhausted should reassignment be considered. If an employee can 548 no longer perform the essential functions of their position, with or without an 549 accommodation - perhaps due to a sudden accident, new diagnosis, or deterioration of 550 a medical condition – and the employee once performed satisfactorily in the position, 551 then reassignment will be considered. Reassignment is available only to employees, 552 not to applicants. In addition, reassignment may be made only to a vacant funded 553 position. FEMA is not required to create new positions or remove other employees from 554 their positions in order to create a vacancy. 555
- Reassignment to a vacant position for which an employee is qualified, and not just
 permission to compete for such position, may be a reasonable accommodation. The
 agency must consider providing reassignment to a vacant position as a reasonable
 accommodation when it determines that no other reasonable accommodation will permit
 a qualifiedemployee with a disability to perform the essential functions of their current
 position.
- 563 Where an employee's request for a reasonable accommodation has been denied and the employee is eligible for reassignment, the Disability Program Manager (DPM) will 564 565 work with the Selective Placement Program Coordinator (SPPC) in the Office of the Chief Component Human Capital Officer (OCCHCO) and the employee requesting the 566 567 accommodation to identify: (1) if there are any vacant funded positions within FEMA for 568 which the employee is qualified, with or without reasonable accommodation; and (2) 569 positions which OCCHCO has reason to believe will become vacant over the next 30 570 calendar days and for which the employee is qualified.
- 572 The SPPC will first focus on finding positions that are equivalent to the employee's 573 current job in terms of pay, status, and other relevant factors. If there is no vacant 574 equivalent position, FEMA will consider vacant lower-level positions for which the 575 individual is qualified.
- 577 Reassignment may be made to a vacant funded position outside of the employee's 578 commuting area if the employee is willing to relocate. FEMA will not pay for the 579 employee's relocation costs.
- 581 In the event that a vacant funded position is not available, the SPPC will expand its 582 search for vacancies to other DHS components. If a position is not identified within 15 583 calendar days from the receipt of a reassignment job search request, the SPPC will 584 notify the employee, SOR, and the OER Disability Unit of the negative search results. 585 The SOR must then work with OCCHCO to have the employee removed from the agency in accordance with OCCHCO policies and procedures based on their inability to 586 perform the essential functions of their position with or without a reasonable 587 588 accommodation. Failure by the employee to engage in the reassignment process within 589 five (5) calendar days of contact from OCCHCO, will result in FEMA moving forward 590 with termination of the employee.

591 Training at FEMA Facilities

Program offices conducting training at FEMA facilities must provide a statement on all
training announcements outlining the process to request a reasonable accommodation.
The statement must include a program office point of contact (POC) and a timeframe for
requesting the reasonable accommodation. Program office POCs will coordinate all
requests with the OER Disability Unit. Sample language provided below:

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If you need a reasonable accommodation (sign language interpreters, Braille, CART, etc.), please make your request by [DATE]. Last minute requests will be accepted but may not be possible to fulfill. Send an e-mail to [insert email from program office hosting the event/meeting] or call XXX-XXX-XXXX.

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Employees attending training as a temporary duty assignment who need an
 accommodation at any FEMA training facility must provide a copy of their approved RA
 as soon as they register for a class. The approved accommodation must be submitted
 immediately to the FEMA Qualification System (FQS) training inbox at <u>FEMA-FQS-</u>
 <u>Training@fema.dhs.gov</u>.

Program offices conducting training will make a sincere effort, barring any extenuating
 circumstances, to announce the training in advance to allow fair opportunity for
 accommodations to be requested, reviewed, and coordinated.

CHAPTER 4: REASONABLE ACCOMMODATION FOR DEPLOYMENT

611 **Procedures**

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612 Once an employee with an approved accommodation receives a deployment request— 613 and will need the same accommodation while deployed—they must immediately notify 614 their supervisor of record (SOR), prior to accepting the deployment, that their 615 accommodation will need to be implemented at the deployment location. The SOR will 616 communicate the previously approved accommodation to the appropriate Temporary 617 Duty Supervisor (TDS) and the Cadre Coordinator. The SOR will not convey any health 618 or medical background information. If the accommodation cannot be implemented, the 619 employee may decline the deployment without being penalized.

The employee must have a copy of the approved FEMA Form 256-2 while deployed to substantiate that they have an approved reasonable accommodation and need to implement the accommodation or request equipment at the deployment site. However, this requirement is subject to – and must be read in conjunction with – the directive below requiring requests for reasonable accommodations be made in advance of deployments.

628 Qualified employees with a disability who have reason to anticipate being deployed 629 shall make requests for reasonable accommodation, where practicable, at least 10 630 business days before anticipated deployment. This requirement exists to ensure that 631 when the employee receives deployment orders their request is evaluated and 632 approved by their SOR before they are deployed, and where possible, implemented by 633 the TDS before arrival.

635 If an employee does not already have an approved reasonable accommodation but will 636 need one while deployed, the employee must immediately communicate the 637 accommodation request to their SOR or the OER Disability Unit prior to accepting the deployment request. Requests will be submitted through ACMS or by submitting FEMA 638 639 Form 256-1 to FEMA-Reasonable-Accommodation@fema.dhs.gov, including sufficient supporting medical documentation. The SOR will make the decision in coordination with 640 641 the OER Disability Unit and communicate the approved accommodation to the TDS and 642 the Cadre Coordinator. In the event that an employee has submitted a reasonable 643 accommodation request that is currently in process and an interim accommodation has 644 not been granted, an employee may decline a deployment order without penalty. 645

If an employee has an approved accommodation in steady state, but will need a
different accommodation when deployed, they must communicate the *new*accommodation request to their SOR or OER Disability Unit through <u>ACMS</u> or by
submitting FEMA Form 256-1, with sufficient supporting medical documentation to
<u>FEMA-Reasonable-Accommodation-@fema.dhs.gov</u>. The SOR will make the decision
in coordination with the OER Disability Unit and communicate the approved
accommodation to the TDS and the Cadre Coordinator.

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Failure for an employee to promptly advise of their need of an accommodation while

deployed, or failure to request a reasonable accommodation prior to deployment, may

656 delay and/or result in cancellation of deployment without penalty. If an employee 657 arrives at their deployment location and the approved reasonable accommodation,

657 arrives at their deployment location and the approved reasonable accommodation, 658 because of austere conditions or due to other unforeseen reasons out of the control of

659 FEMA, cannot be implemented or the needed equipment is unavailable or cannot be

660 procured, and an alternative accommodation cannot be identified to accommodate their

661 needs, the employee may be demobilized without penalty.

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CHAPTER 5: CLAIMS AND CONFIDENTIALITY REQUIREMENTS

665 Statutory and Collective Bargaining Claims

- 666 An individual who chooses to pursue statutory or collective bargaining remedies for 667 denial of reasonable accommodation must:
- For a complaint to the Equal Employment Opportunity Commission (EEOC)
 pursuant to 29 C.F.R. Part 1614, contact OER within 45 calendar days from the
 date of the denial of reasonable accommodation by emailing FEMAEqualRights@fema.dhs.gov;
- For a collective bargaining claim, if applicable, file a written grievance in accordance
 with the provisions of the Collective Bargaining Agreement <u>FEMA-Local4060-</u>
 <u>CBA Updated.pdf</u>; or
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677 **Confidentiality Requirements**

- All requests for reasonable accommodation must be kept confidential in files separate
 from the individual's personnel file. Any information obtained regarding the medical
 condition or history of an applicant or employee must be collected and maintained on
 separate forms and kept in separate, confidential files with the Office of Equal Rights
 Disability Unit. Any FEMA employee who obtains or receives such information is strictly
 bound by these confidentiality requirements.
- 684
- The OER Disability Unit is the primary point of contact for receipt of confidential medical 685 information and if others, e.g., Deciding Officials, receive that information during the 686 687 course of the process, they will forward it to the OER Disability Unit for proper storage. 688 The OER Disability Unit will maintain custody of all records obtained or created during 689 the processing of a request for reasonable accommodation, including medical records, and will respond to all requests for disclosure of the records. All records will be 690 691 maintained in accordance with the Privacy Act, the requirements of 29 C.F.R. 692 §1630.14(c)(1), and this Instruction.
- This medical information may be disclosed as outlined in the System of Records
 Notices, <u>Department of Homeland Security/ALL-033 Reasonable Accommodations</u>
 <u>Records System of Records</u>, July 13, 2011 76 FR 41274.
- 697 Whenever medical information is disclosed, the recipient of the information must be 698 informed of the confidentiality requirements.
- 699

CHAPTER 6: TRACKING AND REPORTING

- Agency reasonable accommodation information and activity is reported through EEOC
 Form 462 Report, EEOC Management Directive 715 Report, and annual reports by
 OER to DHS Civil Rights and Civil Liberties (CRCL).
- FEMA is required to identify and report the following information regarding requests for reasonable accommodation annually:
- The number and types of reasonable accommodations that have been requested for each job (occupational series, grade level), by agency component;
- 2. Whether the accommodation was required to apply for a job;
- Whether the accommodation was required to perform the essential functions of a job; or enjoy the benefits and privileges of employment.
- 711 4. Whether those requests have been granted or denied;
- 5. How many of those requests relate to the benefits or privileges of employment;
- 713 6. The reasons for denial of requests for reasonable accommodation;
- 714 7. The amount of time taken to process each request for reasonable accommodation;
- 715 8. The identity of the Deciding Official; and
- 716 9. The sources of technical assistance that have been consulted in trying to identify
 717 possible reasonable accommodations. The DPM will retain, for at least three years,
 718 information or any cumulative records used to track FEMA's performance with
 719 regards to reasonable accommodation.
- In accordance with the information tracking requirements, the Deciding Official must
 submit the *FEMA Form 256-0-2, Management Response to Request for Reasonable Accommodation* to the OER Disability Unit within ten (10) calendar days of the decision.
 The Deciding Official must attach copies of all information, including medical information
 they received as part of processing the request.
- The OER Disability Unit will maintain records related to an employee's request for
 accommodation for the duration of the employee's tenure. Additionally, the unit
 must keep records that it may use to determine whether it is complying with the
 nondiscrimination and affirmative action requirements imposed under Section 501 and
 to make such records available to EEOC upon EEOC's request.
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ADDITIONAL INFORMATION

734 Review Cycle

FEMA Instruction 256-022-01, Reasonable Accommodation Program, will be reviewed,
 reissued, revised, or rescinded within four years of the issue date.

737 Distribution

- These procedures must be distributed to all employees upon issuance. They also must
 be posted on FEMA's intranet and internet sites. Copies of these procedures will also
 be available in the OER and OCCHCO.
 - AUTHORITIES AND REFERENCES
- The Americans with Disabilities Act, as amended by the ADA Amendments Act of 2008, 42 U.S.C. §§ 12101 et seq.
- 2. The Rehabilitation Act of 1973, as amended, 29 U.S.C. § 701 et. seq.
- 744 3. Title 29 C.F.R. Part 1630, Regulations to Implement the Equal Employment
 745 provisions of the Americans with Disabilities Act.
- 4. Genetic Information Nondiscrimination Act of 2008, 42 U.S.C. § 2000 et seq.
- 5. Executive Order 13164, Requiring Federal Agencies to Establish Procedures to
 Facilitate the Provision of Reasonable Accommodation, July 2000.
- 6. Title 29 C.F.R. Part 1614, Federal Sector Equal Employment Opportunity.
- 750 7. Title 29 C.F.R. §1630.14(c)(1), Privacy Act Regulations.
- 8. U.S. Equal Employment Opportunity Commission (EEOC) Enforcement Guidance:
 Disability-Related Inquiries and Medical Examinations of Employees Under the
 Americans With Disabilities Act.
- 9. EEOC Enforcement Guidance: Reasonable Accommodation and Undue Hardshipunder the Americans with Disabilities Act.
- 10. EEOC Guidance: Work at Home/Telework as a Reasonable Accommodation.
- 11. EEOC Questions & Answers: Federal Agencies' Obligation to Provide Personal
 Assistance Services Under Section 501 of the Rehabilitation Act.
- 12. Department of Homeland Security Directive No. 259-01, Providing Reasonable
 Accommodations for Employees and Applicants with Disabilities.

DEFINITIONS

Accessibility Compliance Management System (ACMS): A computer database created
 and managed by the Department of Homeland Security (DHS) Office of Accessible
 Systems Technology that tracks accessibility and accommodation requests from
 applicant and employees.

Deciding Official: An individual of authority who determines, after consultation with the
 OER Disability Unit, whether an accommodation request will be approved or denied, or
 whether an alternative accommodation will be provided. The Deciding Official must be
 the supervisor of record (SOR) or another designated official as described below.

- 7701. The OER Disability Program Manager (DPM) is the Deciding Official for
accommodation requests for applicants for employment.
- For deployed employees, the Deciding Official is the SOR who will communicate the approved accommodation to the appropriate Temporary Duty Supervisor (TDS) and the Cadre Coordinator.
- For Surge Capacity Workforce, the TDS is the Deciding Official and must coordinate
 with the OER Disability Unit.
- For all others, the Deciding Official may be the SOR or another designated official
 within the employee's chain of command.
- 780 <u>Disability:</u>

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- 1. A physical or mental impairment that substantially limits a major life activity;
- 782 2. A record of such an impairment; or
- 783 3. Being regarded as having such an impairment.
- The definition of "disability" should be interpreted broadly. The question of whether an
 individual's impairment is a disability under the ADA should not demand extensive
 analysis. Only qualified individuals with a current disability are entitled to a reasonable
 accommodation. Individuals who have a record of an impairment that is no longer
 limiting a major life activity are not entitled to an accommodation.
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 791 <u>Emotional Support Animal (ESA):</u> An animal that is prescribed by a licensed mental 792 health professional to a person with a disabling mental illness to relieve the symptoms 793 associated with their mental health disorder. Emotional support animals are not 794 recognized as service animals under the ADA because they are not seen as "working 795 animals." However, FEMA will consider requests for an ESA as a reasonable 796 accommodation on a case-by-case basis.
- 797

<u>Employees</u>: A Permanent Full-Time Employee (PFT), Temporary Full-Time Employee
 (TFT), Part-Time Employee, Cadre on On-call Response/Recovery Employee (CORE),
 Reservist, or Local Hire.

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- 802 Essential Functions: Those job duties so fundamental to the position that the individual holds or desires that they cannot do the job without performing them. A function can be 803 804 "essential" if, among other things, the position exists specifically to perform that function; 805 there are a limited number of other employees who could perform the function; and/or 806 the function is highly specialized, and the individual is hired based on their expertise or 807 ability to perform it. Determination of the essential functions of a position must be done 808 on a case-by-case basis so that it reflects the job as actually performed, and not simply 809 the components of a generic position description.
- 811 <u>Extenuating Circumstances:</u> Factors that could not reasonably have been anticipated or
 812 avoided in advance of the request for accommodation or limited situations in which
 813 unforeseen or unavoidable events prevent prompt processing of a request and delivery
 814 of an approved accommodation.
- 816 <u>Functional Limitation:</u> A restriction or condition that limits a person's ability to function in 817 a way that falls within the normal range for the activity.
- 819 <u>Interactive Process:</u> A discussion with an applicant or employee who has requested an 820 accommodation (or otherwise indicated a need) in order to clarify the specific nature of 821 the disability and identify the appropriate reasonable accommodation.
- 823 <u>Interim Accommodation</u>: A temporary or short-term solution when an approved
 824 accommodation cannot be implemented immediately.
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- 826 Major Life Activities: Basic activities that most people in the general population can 827 perform with little or no difficulty. Major life activities include, but are not limited to: 828 caring for oneself, performing manual tasks, seeing, hearing, eating, sleeping, walking, 829 standing, sitting, lifting, bending, speaking, breathing, learning, reading, concentrating, 830 thinking, communicating, interacting with others, working, or the operation of a major bodily function, including functions of the immune system, special sense organs and 831 832 skin, normal cell growth, and digestive, genitourinary, bowel, bladder, neurological, 833 brain, respiratory, circulatory, cardiovascular, endocrine, hemic, lymphatic, 834 musculoskeletal, and reproductive functions.
- Medical Documentation: Documentation provided by a licensed medical practitioner
 describing the nature, severity, and duration of the individual's impairment; the
 workplace activities the impairment limits; the extent to which the condition limits the
 individual's ability to perform said activities; and substantiates why the requested
 reasonable accommodation is needed.
- 842 <u>Personal Assistant Services (PAS):</u> Assistance with performing activities of daily living 843 that an individual would typically perform if they did not have a targeted disability, and

FEMA REASONABLE ACCOMMODATION POLICY

- that is not otherwise required as a reasonable accommodation. PAS must be performedby a personal assistance service provider.
- 846 847 Physical or mental impairment: Any physiological disorder or condition, cosmetic 848 disfigurement, or anatomical loss affecting one or more body systems, such as: 849 neurological; musculoskeletal; special sense organs; respiratory (including speech 850 organs); cardiovascular; reproductive; digestive; genitourinary; immune; circulatory; 851 hemic; lymphatic; skin; and endocrine; or any mental or psychological disorder, such as 852 intellectual disability, organic brain syndrome, emotional or mental illness, and specific 853 learning disabilities. 854
- The term physical or mental impairment includes, but is not limited to, such diseases and conditions as orthopedic, visual, speech, and hearing loss, cerebral palsy, epilepsy, muscular dystrophy, multiple sclerosis, cancer, heart disease, diabetes, intellectual disability, emotional illness, drug addiction, and alcoholism. 859
- 860 <u>Qualified Individual with a Disability</u>: An individual with a disability that:
- Satisfies the requisite skill, experience, education, and other job-related
 requirements of the position; and
- 2. Can perform the essential functions of the position, with or without reasonableaccommodation.
- 866 <u>Reasonable Accommodation:</u>
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 1. Modifications or adjustments to a job application process that enable a qualified applicant with a disability to be considered for the position such qualified applicant desires; or
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 2. Modifications or adjustments to the work environment, or to the manner or circumstances under which the position held or desired is customarily performed, that enable an individual with a disability who is qualified to perform the essential functions of that position; or
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 3. Modifications or adjustments that enable a covered entity's employee with a disability to enjoy equal benefits and privileges of employment as are enjoyed by its other similarly situated employees without disabilities.
- 878 <u>Reassignment:</u> A form of reasonable accommodation that must be provided to an
 879 employee, who, because of a disability, can no longer perform the essential functions of
 880 the position they hold, with or without reasonable accommodation. Reassignment is
 881 considered the accommodation of "last resort."
- 883 <u>Selective Placement Program Coordinator:</u> Assists FEMA management with the
 884 reassignment process and conducts the search for vacant funded positions within the
 885 Agency and Department.
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FEMA REASONABLE ACCOMMODATION POLICY

- 887 <u>Service Animal:</u> A service animal is any dog that is individually trained to do work or
 888 perform tasks for the benefit of an individual with a disability, including physical,
 889 sensory, psychiatric, intellectual, or other mental disability. The task or tasks performed
 890 by the service animal must be directly related to the individual's disability.
- 892 <u>Substantially Limits:</u> The extent to which an individual's ability to perform a major life
 893 activity is impaired due to their condition, compared to most people in the general
 894 population.
- 895
 896 <u>Targeted Disability</u>: Designated as a "serious health condition" on the U.S. Office of
 897 Personnel Management's <u>Standard Form 256</u>. Some targeted disabilities for which PAS
 898 may be needed include:
 - missing extremities;

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- significant mobility impairment benefitting from utilization of supports (such as a wheelchair or walker); and
- partial or complete paralysis.

904 <u>Undue Hardship</u>: An action requiring significant difficulty or expense to the Agency,
 905 when considering factors that include the nature and cost of the reasonable
 906 accommodation and the impact of the reasonable accommodation on the operations of
 907 the Agency, including the impact on the ability of others to perform their duties.
 908 Determination of undue hardship is always made on a case-by-case basis.

MONITORING AND EVALUATION

The Office of Equal Rights and Office of Policy and Program Analysis (OPPA) will
 monitor and evaluate implementation of this instruction to inform future revisions.

RESOURCE ASSISTANCE

911 Listed below are resources to assist in providing Reasonable Accommodations: 912 913 Office of Equal Rights, FEMA 914 (202) 212-3535 (Voice) 915 FEMA-Reasonable-Accommodation@fema.dhs.gov 916 FEMA-SLI-CART@fema.dhs.gov 917 https://usfema.sharepoint.com/sites/OAI/ooer/Pages/RA.aspx 918 919 Computer/Electronic Accommodations Program (CAP) 920 (833) 227-3272 (Voice); (571) 384-5629 921 www.cap.mil 922 923 **U.S. Equal Employment Opportunity Commission** 924 (800) 669-4000 (Voice); (800) 669-6820 (TTY) http://www.eeoc.gov 925 <u>9</u>26

927 Job Accommodation Network (JAN)

- 928 (800) 526-7234 (Voice); (877) 781-9403 (TTY) 929 http://askjan.org/
- 931 ADA Disability and Business Technical Assistance Centers (DBTACs)
- 932 (800) 949-4232 (Voice/TTY)
- 933 <u>http://www.adata.org/</u> 934
- 935 United States Access Board
- 936 (202) 272-0080 (Voice); (202) 272-0082 (TTY)
- 937 http://www.access-board.gov/

INQUIRIES

- Any person wanting further information concerning these procedures may contact the
- 939 OER Disability Unit at <u>FEMA-Reasonable-Accommodation@fema.dhs.gov</u>.

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