

Guidelines for Emergency Management in CALD Communities



Australian Institute for
Disaster Resilience

AUSTRALIAN DISASTER RESILIENCE
HANDBOOK COLLECTION

Guidelines for Emergency
Management in CALD
Communities

Manual 44



Australian Government
Attorney-General's Department

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History of the Australian National Disaster Resilience Handbook Collection

The first publications in the original Australian Emergency Manual Series were primarily skills reference manuals produced from 1989 onwards. In August 1996, on advice from the National Emergency Management Principles and Practice Advisory Group, the Series was expanded to include a more comprehensive range of emergency management principles and practice reference publications.

In 2011, Handbooks were introduced to better align the Series with the *National Strategy for Disaster Resilience*. Compiled by practitioners with management and service-delivery experience in a range of disaster events, the handbooks comprised principles, strategies and actions to help the management and delivery of support services in a disaster context.

In 2015, the Australian Institute for Disaster Resilience (AIDR) was appointed custodian of the handbooks and manuals in the series. Now known as the Australian Disaster Resilience Handbook Collection, AIDR continues to provide guidance on the national principles and practices in disaster resilience in Australia through management and publication of the Collection.

The Handbook Collection is developed and reviewed by national consultative committees representing a range of state and territory agencies, governments, organisations and individuals involved in disaster resilience. The Collection is sponsored by the Australian Government Attorney-General's Department.

Access to the Collection and further details are available at www.knowledge.aidr.org.au.

Australian National Disaster Resilience Handbook Collection (2011 –)

Handbook 1 Disaster health

Handbook 2 Community recovery

Handbook 3 Managing exercises

Handbook 4 Evacuation planning

Handbook 5 Communicating with people with a disability – National Guidelines for Emergency Managers

Handbook 6 National Strategy for Disaster Resilience – community engagement framework

Handbook 7 Managing the floodplain: a guide to best practice in flood risk management in Australia

Guideline 7-1 Guideline for using the national generic brief for flood investigations to develop project specific specifications

Guideline 7-2 Technical Flood Risk Management Guideline: flood emergency response classification of the floodplain

Guideline 7-3 Technical flood risk management guideline: flood hazard

Template 7-4 Technical project brief template

Guideline 7-5 Technical Flood Risk Management Guideline - flood information to support land-use planning

Guideline 7-6 Technical flood risk management guideline: assessing options and service levels for treating existing risk

Practice Note 7-7 Considering flooding in land-use planning activities

-
- Handbook 8** Lessons management
- Handbook 9** Australian Emergency Management Arrangements
- Handbook 10** National Emergency Risk Assessment Guidelines (*plus supporting guideline*)
- Guideline 10-1** National Emergency Risk Assessment Guidelines: practice guide
- Handbook 11** *renamed Guideline 10-1 National Emergency Risk Assessment Guidelines: practice guide*
- Handbook 12** *Spontaneous volunteer management*

Australian Emergency Management Manual Series

The most recent list of publications in the Manuals series includes 46 titles.

The manuals have not been reviewed since 2011 or earlier and the Manual Series is undergoing a review which will see relevant Manuals move into the Handbook Collection. Current and past editions of the Manuals will remain available on the AIDR Knowledge Hub at www.knowledge.aidr.org.au.

Manual Series Catalogue: 2004 - 2011

- Manual 1** Emergency management concepts and principles (2004)
- Manual 2** *Australian Emergency Management Arrangements (superseded by Handbook 9)*
- Manual 3** Australian Emergency Management Glossary (1998)
- Manual 4** Australian Emergency Management Terms Thesaurus (1998)
- Manual 5** *Emergency risk management – applications guide (superseded by Handbook 10)*
- Manual 6** *Implementing emergency risk management – a facilitator’s guide to working with committees and communities (superseded by Handbook 10)*
- Manual 7** Planning safer communities – land use planning for natural hazards (2002, currently under review)
- Manual 8** *Emergency catering (2003, archived)*
- Manual 12** Safe and healthy mass gatherings (1999)
- Manual 13** Health aspects of chemical, biological and radiological hazards (2000)
- Manual 14** Post disaster survey and assessment (2001)
- Manual 15** Community emergency planning (1992)
- Manual 16** Urban search and rescue – capability guidelines for structural collapse (2002)
- Manual 17** Multi-agency incident management (replaced by AIIMS)
- Manual 18** Community and personal support services (1998)
- Manual 19** *Managing the floodplain (superseded by Handbook 7)*
- Manual 20** Flood preparedness (2009)
- Manual 21** Flood warning (2009)
- Manual 22** Flood response (2009)
- Manual 23** Emergency management planning for floods affected by dams (2009)
- Manual 24** Reducing the community impact of landslides (2001)
- Manual 25** Guidelines for psychological services: emergency managers guide (2003)

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- Manual 26** Guidelines for psychological services: mental health practitioners guide (2003)
 - Manual 27** Disaster loss assessment guidelines (2002)
 - Manual 28** Economic and financial aspects of disaster recovery (2002)
 - Manual 29** Community development in recovery from disaster (2003)
 - Manual 30** Storm and water damage operations (2007) (information may not be appropriate to all situations)
 - Manual 31** Operations centre management (2001)
 - Manual 32** Leadership (1997)
 - Manual 33** National Land search operations (2014) (refer to the Land Search Operations Manual website)
 - Manual 34** Road rescue (2009)
 - Manual 35** General and disaster rescue (2006)
 - Manual 36** Map reading and navigation (2001)
 - Manual 37** Four-wheel-drive vehicle operation (1997)
 - Manual 38** Communications (1998)
 - Manual 39** Flood rescue boat operation (2009)
 - Manual 40** Vertical Rescue (2001)
 - Manual 41** *Small group training management (1999, archived)*
 - Manual 42** *Managing Exercises (superseded by Handbook 3)*
 - Manual 43** Emergency planning (2004)
 - Manual 44** Guidelines for emergency management in culturally and linguistically diverse communities (2007)
 - Manual 45** Guidelines for the development of community education, awareness and education programs (2010)
 - Manual 46** Tsunami (2010)

FOREWORD

Being one of the most culturally and linguistically diverse countries in the world, Australia is recognising the importance of equal access to services and information for all people, regardless of background. It is therefore imperative that the emergency management sector is proactive in developing strategies and policies for working with Culturally and Linguistically Diverse (CALD) communities. The purpose of these guidelines is to assist the sector to work proactively with local CALD groups, thereby creating a safer, more sustainable community.

The original set of *Guidelines for Emergency Management in Culturally and Linguistically Diverse Communities* arose out of a workshop conducted in March 2001 by Emergency Management Australia (EMA) in partnership with the then National Police Ethnic Advisory Bureau and Kangan Batman TAFE. A writing team pursued their development and a significant consultation process was undertaken with State and Territory emergency management agencies.

A review of the guidelines arose out of the Security Summit on 27 September 2005, where the Council of Australian Governments (COAG) noted the importance of a consistent and co-ordinated response by Commonwealth, State, Territory and Local Government at the onset of any national emergency. All jurisdictions that attended the summit reported on proposed initiatives aimed at strengthening links with Australian communities and promoting tolerance and understanding.

The Australian Government, through the Department of Immigration and Citizenship (DIAC) provided funds to the Attorney-General's Department to undertake a number of initiatives. These initiatives are aimed at helping communities to prepare for, respond to, and assist recovery from incidents, crises and other emergencies in Australia. EMA is one of the divisions within the Attorney-General's Department that has been given the responsibility for a number of these initiatives.

One of these initiatives was for EMA to bring together relevant emergency management personnel and community leaders to participate in a National Workshop at Mt Macedon in May 2006. The purpose of this workshop was to review the guidelines, taking into account changes in both Australia's emergency management policies and practices and its demographic profile. The draft guidelines were then disseminated for comment. The new set of guidelines is expected to be a useful resource for emergency management agencies, including planning committees when engaging with diverse community groups.

I commend these guidelines to you.



Tony Pearce
Director General
Emergency Management Australia

June 2007

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CHAPTER 1

Introduction to Culturally and Linguistically Diverse communities

In this chapter we will look at:

- ✓ **why the guidelines have been developed**
- ✓ **why it's important for the emergency management sector to engage CALD communities**
- ✓ **who should use the guidelines, and**
- ✓ **how to use the guidelines.**

1.1 Introduction

Australia is one of the most culturally and linguistically diverse countries in the world, with nearly a quarter of its 20 million residents born overseas. Some 2.6 million Australians speak a language other than English at home, with more than 200 language groups represented overall. In addition, 4.17 million people visit Australia each year, many of whom do not speak English.

The emergency management sector 'recognises that emergencies and disasters occur in a social context and have social consequences' (*Emergency management in Australia, Manual number 1: Concepts and principles*). It is therefore pivotal that the sector has a strong understanding of the social structures and communication processes within Culturally and Linguistically Diverse (CALD) communities and develops sound engagement opportunities with community leaders who represent the diversity within those communities.

Australia's CALD communities may be a particularly vulnerable part of Australian society in the context of emergencies. Many variables may contribute to this vulnerability; for example, people may not be as resilient in an emergency if their English is not proficient and they cannot access information, or they may be susceptible to particular hazards or risks as new arrivals in an unfamiliar environment. Additionally, cultural or linguistic differences may distort the meaning of messages. It is the responsibility of agencies involved in emergency management, and of communities, to identify and overcome these impediments. This may involve, for example, the development and implementation of appropriate strategies resulting in the delivery of culturally responsive services.

However, it is also important for emergency management agencies to be cognisant that many CALD communities demonstrate great resilience, as they often possess a range of experiences and skills in dealing with emergencies. It is therefore paramount that emergency management agencies draw on the community's competencies during any phase of prevention, preparedness, response and recovery (PPRR).

Given the increasing complexities of our communities, the emergency management sector should work collaboratively and build upon engagement activities at the local community level. When the most pressing needs of CALD community members are successfully addressed at this level, productive relationships are formed. These relationships then provide the foundation for the development of confidence and enhanced engagement with the broader emergency management sector, ultimately benefiting CALD communities during and after any emergency.

Did you know ... ?

Since 1945, more than 6.5 million people have come to Australia as new settlers.

Australia received:

- more than 900 000 migrants during the 1990s
- 1.1 million in the 1980s
- 960 000 in the 1970s
- 1.3 million in the 1960s, and
- 1.6 million between 1945 and 1960.

1.2 Why have the guidelines been developed?

These guidelines have been developed to provide emergency management agencies and planning committees with practical guidance in providing appropriate, responsive, accessible and sustainable services to a multicultural Australia.

They aim to:

- increase awareness of the emergency management sector in relation to CALD communities
- support the emergency management sector to effectively engage with CALD communities
- share practical strategies for improving access to opportunities for engaging with CALD communities, and
- encourage ongoing sustainability of engagement activities.

1.3 Who should use the guidelines?

The guidelines are designed for use by people who work within the emergency management sector, including those at all levels of government and in non-government and private sector organisations.

1.4 How do I use the guidelines?

These guidelines provide tools to help provide services that are responsive to, and inclusive of, CALD communities. Chapter 2 provides a brief outline of Australia's migration history. The following chapters outline the stages involved in effectively engaging CALD communities and have been presented by using the following key steps:

- Step 1: Preparing for engagement
- Step 2: Making initial contact—relationship foundations
- Step 3: Establishing CALD community engagement—creating pathways for involvement, and
- Step 4: Maintaining CALD community engagement.

Each chapter includes key questions to consider in relation to engaging CALD communities and provides guidance, strategies and contacts for further support or information. Case studies have been used to illustrate good practice in effective CALD engagement in emergency management.

Points to note:

- The information provided in these guidelines is not specific to any single cultural group. It is also not intended that every cultural group is generalised here, nor is it implied that all people from a given culture or background will act in a certain way.
- Information provided in the guidelines is in many cases just as applicable to the non-CALD community.

During the migration process, people go through a transition, adopting some practices of their new country and not others, depending in part on their duration of residence. It is therefore important to avoid concentrating only on the *differences* highlighted in the guidelines. There are many *similarities* that people experience in emergency situations, irrespective of their background.

Did you know ... ?

Each year the Government decides on the size and composition of the humanitarian programme. The humanitarian programme has been set at 13 000 places since 2004–05.

1.5 Why is it important that the emergency management sector engage CALD communities?

Agencies involved in emergency management are increasingly required to be proactive in creating safer, more sustainable communities, which includes addressing the vulnerability of CALD communities. Learnings from international and local events have increasingly revealed the importance of agencies working in partnership with communities to deal with emergencies. Indeed, there has been insufficient tapping into the skills of communities—particularly refugee communities—in emergency management, given that they have often had experience in dealing with large-scale disasters.

Improved engagement with CALD communities leads to increased risk awareness and resilience. It also leads to inclusiveness, mutual respect, understanding and acceptance.

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CHAPTER 2

Diversity at a glance

In this chapter we will look at:

- ✓ terminology relevant to CALD communities
- ✓ Australia's migration history, and
- ✓ Australia's current demographic profile.

2.1 Introduction

This chapter provides a brief overview to help you to understand Australia's multicultural context. It is important that those working with CALD communities have a base level awareness of the history of migration and Australia's constantly evolving demographic profile. The boxes with 'Did you know ... ?' in these guidelines will also provide some more information.

2.2 Terminology

A range of terms is used when working with diverse communities. There can be a great deal of confusion resulting from the interaction and overlap of the differing terminologies. Below are some key terms and their meanings.

Non English Speaking Background (NESB)

This term initially emerged to define people who do not speak English as their first language. It may also be used as an indicator of cultural background from countries where English is not the main language spoken.

Culturally and Linguistically Diverse (CALD)

Since 1996, Commonwealth agencies have agreed to replace NESB with the term 'Culturally and Linguistically Diverse'.

The Australian Bureau of Statistics (ABS) defines CALD by three variables:

1. Country of birth
2. Language other than English spoken at home, and
3. English language proficiency.

In the Australian context, individuals from a CALD background are those who identify as having specific cultural or linguistic affiliation by virtue of their place of birth, ancestry, ethnic origin, religion, preferred language, or language spoken at home, or because of their parents identification on a similar basis.

Ethnic group

'Ethnic group' refers to a group of people of the same descent and heritage who share a common and distinctive culture passed on through generations. Ethnic groups can exhibit such distinguishing features as language or accent, physical features, family names and customs.

Migrant

A migrant is someone who chooses to leave their own home to live in another country (as opposed to a refugee, who flees their home country). Generally speaking, migrants accepted by the Australian Government are granted temporary, provisional or permanent visas.

New communities

New communities are those that have settled in Australia during the last 5 years. This group consists mainly of humanitarian programme entrants.

Did you know ... ?

There are three broad categories under which people can now migrate to Australia.

These include:

- skill stream migrants: chosen according to their occupation, age, education, work experience and English language ability
- family stream migrants: chosen according to their relationship with a sponsor who must be a close family member and an Australian resident or citizen, and
- humanitarian programme entrants: chosen because they are the victims of persecution or substantial discrimination amounting to gross violation of human rights.

Refugee

The United Nations High Commissioner for Refugees' (UNHCR) definition of a refugee is a person who is outside their country of nationality and is unable or unwilling to return because of a well-founded fear of persecution for reasons of race, religion, nationality, membership of a particular social group or political opinion. This definition is used by the Australian Government. Some countries provide refuge for refugees until it is safe for them to return home. Others allow refugees to stay permanently.

Did you know ... ?

In 2005–06 Australia granted off-shore humanitarian visas to people from three main regions:

- Africa (55.7%): major source countries included Sudan, Ethiopia and Liberia
- Middle East and South West Asia (34.0%): major source countries included Iraq, Afghanistan and Iran, and
- Asia (9.9%): major source country was Burma.

Asylum seeker

UNHCR defines an asylum seeker as a person who seeks safety from persecution or serious harm in a country other than their own. Not every asylum seeker is a refugee, but every refugee is initially an asylum seeker.

Multiculturalism

Multicultural is a term that describes the cultural and linguistic diversity of Australian society. Cultural and linguistic diversity was a feature of life for the first Australians, well before European settlement and it remains a feature of modern Australian life.

2.3 A history of Australian Government cultural diversity policies

Australia is a very culturally diverse nation. Our ancestries, cultures, religions and traditions are drawn from those of Indigenous Australians, early settlers, more recent migrants and Australia's evolving home-grown customs.

The White Australia Policy and associated assimilation policies of the first part of the 20th Century restricted immigration on racial grounds and aimed to achieve cultural sameness. From the 1960s, changing community attitudes saw a gradual shift towards a racially non-discriminatory immigration policy and the development of a more flexible and inclusive approach to cultural diversity. The White Australia Policy was dismantled between 1966 until its eventual abolition in 1973.

The term 'multiculturalism' began to gain currency in Australia in the early 1970s. The government's adoption of the recommendations of the Galbally Report (*the Evaluation of post-arrival programs and services*) in 1978 can be considered to mark the beginning of multiculturalism as Australian Government policy.

Recent developments

The 1980s and 1990s saw further development of both the diversity of the Australian population and of multicultural policy. Since then there has been considerable public debate about the merits of multiculturalism.

A National Multicultural Advisory Council was appointed to recommend policy directions that would ensure that cultural diversity was a unifying force in Australian society. The final report of the council, released in mid-1999, recommended that both the term 'multiculturalism' and the policy framework itself be retained, with a stronger emphasis on inclusiveness.

The government response to the report, the *New agenda for multicultural Australia* (1999), introduced the term 'Australian multiculturalism' in order to highlight the uniquely Australian character of multicultural policy. Its principles were redefined to include civic duty, cultural respect, social equity, and productive diversity (which recognises the significant cultural, social and economic dividends arising from the diversity of our population).

Generally speaking, the *New agenda* strengthened the shift towards 'mainstreaming' that began with the introduction of the Access and Equity Strategy in 1985. The 2003–06 policy statement, *Multicultural Australia: united in diversity*, restated the principles of the *New agenda* as responsibilities of all, respect for each person, fairness for each person, and benefits for all. It placed strategic emphasis on harmony, and linked domestic harmony with national security.

The Australian Government remains committed to policies and services that enable migrants to integrate into life in Australia quickly, reaching their full potential and contributing to the development of Australia. Mutual respect among all Australians, full participation in Australian society by all, and commitment to the values underlying Australia's democratic way of life are important to achieving these goals.

2.4 Australia's current demographic profile

The following data are derived from the 2001 census.

Overseas-born

- 21.8% of Australians were born overseas.
- 13.2% of people (2 485 093) were born in non-English-speaking countries. This compares with 8.5% who were born in English-speaking countries other than Australia.
- The largest overseas-born group comprised people born in the United Kingdom (1 036 245 people or 5.5% of the population), followed by New Zealand (355 765 people or 1.9%) and Italy (218 718 people or 1.2%). No other country accounted for more than 1%.
- The State with the largest number of overseas-born (1 474 987 people) was New South Wales.

Languages

Although English is the dominant language in Australia, many people speak a language other than English within their families and communities.

- Collectively, non Indigenous Australians speak over 200 languages.
- There are more than 200 Indigenous languages still spoken across Australia.
- About 15% of Australians speak a language other than English. Australian Indigenous languages are spoken by about 0.3% of the total population.
- The most common languages other than English are Italian, Greek, Cantonese and Arabic. Collectively, Chinese languages (including Cantonese, Mandarin and other Chinese languages) have the greatest number of speakers after English.
- The languages other than English spoken at home vary between the States.
- Over 50 new languages have been introduced into Australia over the last 5 years, most of these being African languages.

Religion

The major religion in Australia is Christianity, with about 68% of the population identifying as Christian. This group comprises over 70 different Christian denominations, the main ones being Catholic, Anglican, Uniting, Presbyterian and Orthodox. Other major religions represented in Australia today are:

- Buddhism (1.9% of the population)
- Islam (1.5%)
- Hinduism (0.5%), and
- Judaism (0.4%).

New communities in Australia

Many communities are very new to Australia, with entrants from certain countries only having started arriving in the last 5 years. Many of these communities consist largely of humanitarian programme entrants.

The 2006 census data will show a marked change in CALD demographics, given the significant increase in the number of humanitarian programme source countries in the last few years.

For example, in the period 2005–06 offshore visas were granted to the following entrants:

| Community | Number of entrants |
|------------------------------|--------------------|
| Sudan | 3726 |
| Iraq | 2150 |
| Afghanistan | 1799 |
| Burma/Myanmar | 1118 |
| Liberia | 888 |
| Burundi | 740 |
| Sierra Leone | 460 |
| Democratic Republic of Congo | 363 |
| Eritrea | 274 |

As the table above indicates, many new communities are arriving from African countries and require particular attention, given the extraordinary diversity of ethnic groups, languages, cultures and backgrounds that make up the populations within many of these countries. Whereas some African communities are based on country of origin or ethnicity, there are also many groups based on religion (Muslim and Christian), gender, age and locality. Further, their experiences of isolation, alienation, family loss and trauma are prevalent and are major issues affecting their settlement and willingness to engage with government bodies.

Many of these humanitarian programme entrants have also endured up to 20 years in refugee camps before arriving in Australia.

Did you know ... ?

Settlement services funded by Department of Immigration and Citizenship (DIAC) provide assistance to help new arrivals become accustomed to life in Australia. These services focus on building self-reliance, developing English language skills, and fostering links with mainstream services.

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CHAPTER 3

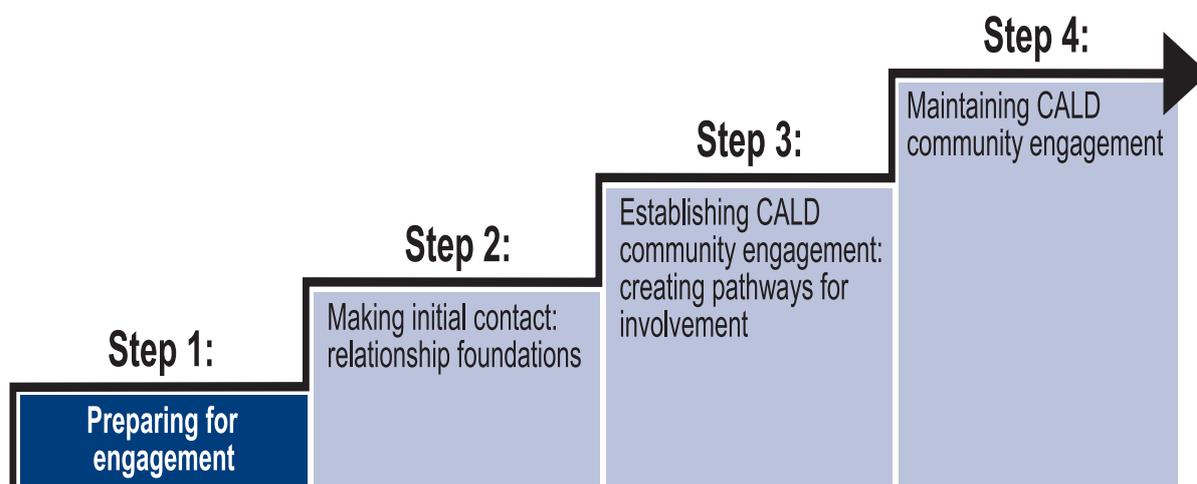
Step 1 Preparing for engagement

In this chapter we will look at:

- ✓ an overview of the CALD community engagement process
- ✓ the difference between engagement, participation and consultation
- ✓ the importance of understanding your communities
- ✓ developing community profiles, and
- ✓ analysing data on communities.

3.1 Introduction

The following diagram illustrates the four-step community engagement process on which these guidelines have been developed. This process may help you to develop effective and meaningful engagement with CALD communities.



Each of the steps included in these guidelines is interrelated. There may be times when some steps are more important than others. It is important to remember that no single tool or approach will be suitable to every community or situation. Often a mix of approaches is required, and these may be adapted to the realities and issues of your particular agency or emergency management planning committee.

It is also important to note that effective community engagement takes time, and mistakes will happen. What is more important is that genuine learning occurs as a result.

3.2 Understanding community engagement

There are many different ways to involve communities in emergency management. Some of these are engagement, participation, consultation and communication.

| Term | Definition | Emergency management example |
|----------------------|--|---|
| Engagement | Community engagement is the practice for achieving trustworthy interactive communication and strong relationships among community stakeholders, emergency services and government. This enables the mutual development and shared ownership of solutions for PPRR issues. | A community develops its own warning system in conjunction with emergency management agencies. |
| Participation | Participation can occur in many ways. It is basically about involvement. | Attendance at events such as emergency services displays, open days and exercises. |
| Consultation | Consultation involves an agency or emergency management planning committee seeking advice from community representatives. It implies a 'purpose-driven' process whereby the agency actively seeks advice. It does not necessarily mean that anything will happen with that advice once it is received. | Face-to-face focus groups, for example, to identify the range of services required by CALD communities during evacuation. |
| Communication | This is one-way information provision from service provider to communities. | Public awareness campaigns. |

The above table demonstrates that there is a continuum in working with communities. The emergency management sector should aim to aspire to the top level of this continuum, which is effective community engagement.

Engagement is about more than just consultation or participation. It conveys the idea that community attention is occupied and the community's efforts are focused on the issue. The area of activity in which the community is engaged will have direct significance and will be important enough to require their attention.

Community engagement implies that agencies will be committed in their actions, not just their words. Community engagement is achieved when people feel an increased commitment to, and ownership of, processes and outcomes. This is an important challenge for the agencies and planning committees involved in emergency management, who are seeking to achieve safer and more sustainable communities.

Refer to Appendix 4 for where you can find some additional community engagement resources.

3.3 Why is it important to understand your communities?

For agencies interested in working with diverse communities, it is critical that the complexities and dimensions of these communities are well understood. This will enable those initiating engagement to better target their efforts and work with community leaders and members to develop appropriate engagement strategies.

Complex dimensions of diversity characterise each and every community. Furthermore, 'community' is fundamentally a fluid concept. What one person calls a community may not match another person's definition. A person may be a member of a community by choice, as with voluntary associations, or by virtue of their innate personal characteristics, such as age, gender, race or ethnicity. As a result, individuals may belong to multiple communities at any one time. When initiating community engagement efforts, one must be aware of these complex associations in deciding which individuals to work with in the selected community.

Further layers of diversity within CALD communities can be influenced by country of origin, time of arrival in Australia, length of settlement, reasons for migration, education and socioeconomic background. The distribution and location of CALD communities also differs across various parts of Australia. Engaging with communities with such diversity requires a flexible approach. For example, the size of a particular community, and its length of time in Australia, can indicate the extent of social networks and community organisations available as part of the community's infrastructure. This can also influence the availability of community leaders for representation or development of partnerships. It should not be assumed that nominated leaders of CALD communities are representatives of their **whole** community.

Successful CALD community engagement initiatives all have a common feature: the agency or emergency management planning committee involved has taken the time to learn about the relevant communities before approaching them. Collecting data and information is critical to avoiding potential embarrassment or offence to the community of interest. The more you know before you approach the community, the better prepared you will be to make a positive first impression.

The following examples of two emerging communities in Australian society show why we cannot make assumptions about homogeneity:

Iraqi communities

Although the word 'Iraqi' may suggest nationality (for example, country of birth), it does not necessarily convey the 'ethnicity' of that individual or group. Australia's Iraq-born population includes:

- Kurds
- Assyrians
- Chaldeans
- Armenians
- Turks
- Turkmen, and
- Jews.

African communities

'Africans' refers to people coming from 52 different countries. Although not ideal, it might be worth either identifying specific source countries, or regions such as:

- 'Horn of Africa': Ethiopia, Eritrea, Djibouti, Somalia
- 'Eastern Africa': Kenya, Uganda, Tanzania, Rwanda, Burundi, Mozambique, Zambia, Malawi, Madagascar, Comoros, Reunion
- 'Central and Equatorial Africa': Sudan, Democratic Republic of Congo, Congo, Central African Republic, Gabon, Sao Tome and Principe, Cameroon, Chad
- 'West Africa': Nigeria, Liberia, Ivory Coast, Ghana, Burkina Faso, Mali, Gambia, Benin, Senegal, Cote d'Ivoire, Togo, Guinea, Cape Verde, Sierra Leone, Niger
- Mauritius, Seychelles
- 'Southern Africa': Zimbabwe, Namibia, Swaziland, Lesotho, Botswana, Angola, and
- South Africa.

3.4 Who can help you to collect data for developing your community profile?

There are a number of government and community agencies that can help you with data and background information to develop your community profile. Some of the major agencies are:

- Australian Bureau of Statistics
- Local Government authorities
- emergency services
- Commonwealth and State offices of multicultural affairs
- migrant resource centres and migrant service agencies
- ethnic communities councils
- peak community organisations, and
- relevant State departments.

Comprehensive information for community profiling can also be found on the Internet. Many national and State organisations include links to local community groups on their web sites.

An expanded list of agencies and contact details is included in Appendix 1.

Did you know ... ?

A significant proportion of the current humanitarian intake is young. In 2005–06 about 66 per cent were under the age of 25 and about 42 per cent were under the age of 15.

3.5 What data do you need to collect to develop your community profile?

The data and information you collect should include:

- local demographics
- CALD community networks
- communication structures within communities
- awareness of emergency management issues that may affect communities
- experiences of emergency management personnel that have a direct role in interacting with the community in particular issues that have emerged
- existing research and feedback from emergency-affected communities, including lessons learned, and
- information from debriefs following emergency management exercises or incidents.

It is also important to:

- consult a range of different sources, as different perspectives may exist
- ensure that the diversity of characteristics is taken into account, such as the views of women and younger people
- recognise that the experience of refugees is very different from that of migrants, and
- get some personal perspectives.

3.6 What do you need to do with your data?

Analysis of your data and information should involve a two-stage process:

1. identifying who your CALD community engagement partner(s) should be on the basis of the data collected, and
2. reviewing background information on each community. This will include researching key contacts in that community and appropriate protocols, such as approaching elders.

Prioritising communities/partners

Once you have analysed the data, then a further three questions may emerge:

1. Should the approach be 'multicultural', whereby a number of peak multicultural organisations are identified?
2. Should the approach be specific to one or two CALD communities?
3. Should there be a combination of approaches?

Whatever decision your agency or emergency management planning committee makes, it is important that you are clear on **WHY** you have decided to proceed in a particular direction. At times there are sensitivities when selecting one or two communities, who may feel that they are being unfairly identified as a 'problem community'. It is essential that your decision is based on the provision of expanded access to services for that community rather than the identification of that community as a problem.

CASE STUDY

One agency involved in emergency management identified Vietnamese communities as requiring particular help in accessing its services. The Vietnamese community in the region was experiencing a large number of incidents and were not contacting the agency for help. When several community leaders were approached, they asked many questions about why their community was being targeted. Some community leaders were of the view that their community was being targeted because its cultural practices were unfairly perceived to be a risk. It was important for this agency to highlight the fact that the decision to 'target' the community was made on the basis of specific barriers experienced by the Vietnamese community, rather than the viewing of the community as the problem. This approach was more positively received and eventuated in the implementation of successful preparedness initiatives, such as language-specific public communication campaigns and an ongoing series of face-to-face education programmes.

Did you know ... ?

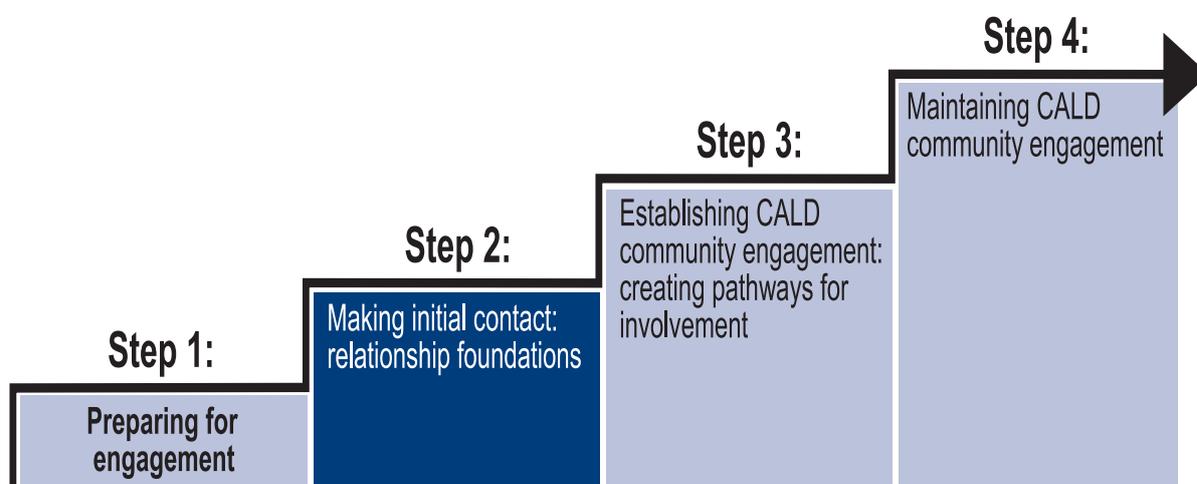
In 2005–06 close to 230 000 new migrants settled permanently in Australia.

CHAPTER 4

Step 2 Making initial contact: relationship foundations

In this chapter we will look at:

- ✓ **how to access your community stakeholders**
- ✓ **important principles around developing partnerships, including:**
 - **your rationale for seeking the relationship**
 - **clarification of expectations, and**
 - **stating the benefits of the partnership.**



4.1 Accessing community stakeholders

Now that you have completed your community profile and identified those communities with which you would like to engage, it is time to identify key stakeholders or representatives and how to access them. There are numerous organisations that can help you to contact key stakeholders and develop partnerships. These include:

- Commonwealth and State offices of multicultural affairs
- Federation of Ethnic Communities Council of Australia
- State/Territory ethnic communities councils
- State/Territory migrant resource centres or migrant service agencies, and
- Local Government authorities.

Contact details and further information are included in Appendix 1.

It is important to keep in mind that there are no fail-safe procedures in engagement processes. However, open communication will always help to ensure that any emerging issues can be addressed before they become a problem.

Did you know ... ?

According to the UNHCR, there were about 8.39 million refugees around the world at the end of 2005. Africa hosts around 30% of the world's refugees (2.57 million), followed by the Middle East, South West Asia, Central Asia, North Africa (2.47 million), Europe (1.96 million), Asia and the Pacific (0.86 million) and North America (0.56 million). Less developed countries are both a major source and a major destination for refugees.

Peak CALD organisations

If your agency or emergency management planning committee has existing links within the community, then by all means make use of these. If these links are limited, then a useful approach is to start with 'peak' or umbrella CALD organisations. These organisations are often well placed to help identify key CALD stakeholders within the particular community or communities your agency or planning committee has identified. Contact information for local groups or representatives often changes, but peak CALD organisations are often required to have up-to-date details.

As your agency or emergency management planning committee becomes more aware of the range of organisations or groups that exist and the contact networks inevitably increase, then your reliance on peak organisations will also diminish. However, they are extremely useful sources of 'overall trend' information, and where possible contact should be maintained.

Community CALD leaders

Making contact with community leaders is an important strategy. This may provide reassurance to other community members, who may hold misconceptions about your agency or emergency management planning committee and its services.

CASE STUDY

One Local Government agency arranged for a series of CALD community consultations aimed at identifying the specific cultural and religious needs of these groups during recovery from an emergency. Most of the target communities they planned to meet with historically distrust any government agency and are highly suspicious of them. The agency had very little previous contact with these groups and attendance at the arranged consultations was minimal, if any. When advised of the integral role of leaders and community bodies as gatekeepers, the agency re-traced its steps and increased the focus on establishing relationships with key leaders. When it eventually arranged for another round of consultations, these were well attended, with participants providing invaluable input into the development of a recovery plan that was highly inclusive.

Often if the leaders' support has not been gained they may act as a barrier to the work, often because they are not aware of the issues. Building trust with leaders and being open about the process of engagement is also important, because historically some communities have felt that government agencies have had hidden agendas when working with local communities; this feeling has led to mistrust and suspicion.

Perseverance and skilled negotiation are sometimes needed when a leader feels that an issue is not relevant to the community. This may particularly arise around issues of emergency management, which is not an area that consciously occupies many CALD communities. In addition, the definition of what is an emergency may differ between the emergency management sector and CALD communities.

Checklist

- ✓ Use peak CALD organisations.
- ✓ Gain the support of community leaders—be patient. If a leader is obstructive, speak to other leaders and key representatives within the community and involve them in putting forward the case.
- ✓ Encourage a community representative to take a lead role, as this will increase the impact on the target audience. This may include membership of a local emergency management planning committee.
- ✓ Use respected figures in key roles.

However, this process of working with community leaders or peak organisations is not always sufficient in itself, and there is always the danger of missing out on the input of either particular members of a group or of whole groups. There are a number of reasons this might happen:

- Not all groups consider that umbrella or peak organisations represent their views. Often a criticism made by new communities is that peak organisations still largely reflect the views of European or more established migrant groups.
- Different members within a group, such as women, people with disabilities, or gays and lesbians, may experience particular issues not canvassed by peak organisations or community leaders.

One important way of moving past this is to simply continue 'outreach' work. Although it requires considerable time and effort at the outset, the long-term benefits of this approach are considerable.

As you go about initiating contacts, consider the development of your own register of contacts. Once your agency or emergency management planning committee begins to compile its own list, it is important to keep it up to date and to make sure that new community groups are actively sought.

In identifying key stakeholders, you may also wish to consider that some of the newer communities are characterised by complex clan structures. This can often mean that you need to approach each clan in order to ensure that your approach is inclusive. Alternatively, you may wish to identify key people who are readily able to work between different clan groups.

IMPORTANT:

It is important to view engagement as continuously evolving. Although your agency or emergency management planning committee might initially identify key organisations or groups with which it wants to engage, it is inevitable that as more communities, interests and resources emerge your community engagement opportunities will grow.

Did you know ... ?

Research shows that immigration does not cause higher unemployment. In fact, migrants create jobs by increasing demand for goods and services.

4.2 Important principles around community engagement

You will need to invest adequate time, resources and commitment in building long-term and sustainable engagement initiatives with diverse communities. Poorly designed and inadequate measures for promoting engagement arrangements can effectively undermine your efforts.

Agencies or emergency management planning committees may make an effort to communicate, consult and engage communities in order to enhance the quality of services, only to produce the opposite effect if community members discover that their efforts to actively participate are token, unclear, or have no impact at all on the way the agency or planning committee undertakes service provision.

This is why clarity in relation to:

- rationale
- expectations
- mutual benefits, and
- resources

will be vital to the success of local initiatives.

Below are some important issues to consider before you seek to engage with particular communities or organisations.

a) **Clarify your rationale**

It is important that you are able to identify **WHY** you wish to develop community engagement arrangements with a particular community, representative or organisation. It is not enough to refer to a policy document as the sole rationale.

Engagement activities between your agency or emergency management planning committee and identified community representatives can be formed to serve three primary functions:

1. to foster relationships and build coalitions with relevant communities and their representatives to raise awareness of your agency or planning committee and its role and responsibilities in emergency management
2. to increase awareness amongst staff of key emergency management issues affecting CALD communities, and
3. to link into the various community communication channels, including powerful word-of-mouth processes.

Some additional reasons might be:

- to improve quality of service by allowing your agency or emergency management planning committee to tap wider sources of information, perspectives and potential solutions in order to meet the challenges of providing culturally appropriate and responsive services under conditions of increasing complexity and environmental change
- to meet the challenges of the increasingly diverse community and thus prepare for greater and more effective interactions with communities and ensure better knowledge management
- to strengthen confidence and trust in your agency's or emergency management planning committee's processes, and
- to improve the resilience of CALD communities by raising community awareness of the risks and hazards they face and what they can do to reduce the impact of emergencies.

b) **Clarify your expectations**

It is vital that the community and its representatives understand what your expectations are of their participation, and what they can expect from you as a result of their participation. A lack of clarity can often result in confusion, unreal expectations, and sometimes significant conflict that can take a long time to resolve.

CASE STUDY

One agency involved in emergency management sought to engage with Horn of Africa women to determine their experiences of the emergency services within their State. Many women actively contributed to the consultation process, and this resulted in a comprehensive and highly informative report. The project further strengthened the relationship between this government body and a vulnerable community group.

However, the parameters of the project had not been clearly articulated and the expectation by community participants that the relevant agencies would act on issues was not identified. When it was explained that this government body could not impose the project recommendations on emergency services agencies for action, the community participants felt confused and disappointed. If the process had involved a clear understanding of the limitations of that government body's role, then this disappointment may have been avoided.

The project did achieve a detailed profile of the Horn of Africa women's need, and the profile was shared among the emergency services. This resulted in increased awareness of issues within those agencies, and one agency in particular took up the issues presented in the research and worked with the relevant group to address them. For example, the agency trained Horn of Africa women in community education programmes and they now work as community facilitators, imparting safety messages within their communities.

It is important to make it clear to the community, and the representatives you are working with, that although the agency or emergency management planning committee has a firm commitment to integrating the community's needs and perspectives where possible, final responsibility for the design and delivery of services rests with the agency or planning committee. It is also important to explain the legislative boundaries within which the agency or planning committee operates.

Providing details of what the agency or emergency management planning committee cannot provide as a result of undertaking the community engagement activities is just as important as providing details of what the agency or planning committee can provide.

Some expectations your agency or emergency management planning committee might have of the community engagement processes are:

- input on effective information and communication strategies; for example, effective warning systems and accessible information campaigns
- information on how emergency management issues affect CALD communities
- help in identifying barriers to service provision; for example, perceptions of people in uniform may create fear and mistrust
- participation in training and exercises
- access to broader CALD networks
- advice on how to improve community access to the range of services relevant to emergency management
- encapsulating CALD community needs in emergency management planning processes
- active participation in an emergency management planning committee
- help in identifying risks, and
- help in identifying resources, such as possible evacuation centres and appropriate clothing and food requirements for evacuees.

What communities can expect of the agency or emergency management planning committee may include:

- provision of detailed information on how the agency or planning committee will use its input to improve community access to the range of services relevant to emergency management
- provision of more responsive services to CALD community needs
- provision of opportunities to participate in training and exercises
- active participation in an emergency management planning committee
- ongoing opportunities for information exchange
- implementation of better systems to ensure effective and comprehensive emergency management (such as PPRR)
- commitment to providing feedback from community input, including how that input will be incorporated
- transparency in decision-making: giving reasons for integrating or rejecting the suggestions made
- increasing the levels of awareness of emergency management
- explanation of roles and responsibilities in emergencies and the broader role of the agency or emergency management planning committee
- provision of information on the types of hazards that are likely to affect the community, and
- provision of information on how to prevent an emergency and plan for an emergency.

c) *Outline the benefits*

It is important that MUTUAL benefits are identified and detailed. These may include:

- greater community preparedness and resilience to responding and recovering from emergencies
- prevention of emergencies
- greater integration of CALD community and emergency management networks
- a broader range of community resources to support emergency management
- continuous quality improvement in PPRR activities
- reduced confusion in relation to the role and functions of the agencies involved in emergency management, and
- recognition of the roles and capacities of CALD community networks in emergencies.

d) *Resources*

Adequate financial, human and technical resources are needed if community engagement is to be effective. Personnel involved in emergency management should have appropriate skills and access to guidance and training, as well as an organisational culture that supports their efforts. This also means ensuring that adequate time is made available to develop relationships.

Keep in mind that CALD communities may have very limited access to financial and physical resources to enable them to participate in community engagement. For instance, they may be unable to participate in an emergency management planning committee because of lack of funding or inability to participate during work hours. You may need to consider the option of providing financial remuneration to community representatives to cover expenses incurred if they agree to commit their time.

Did you know ... ?

In 2005–06 the top 10 source countries for permanent settlers were:

- United Kingdom
- China
- India
- Philippines
- South Africa
- Malaysia
- Sudan
- Singapore
- Korea, and
- Vietnam.

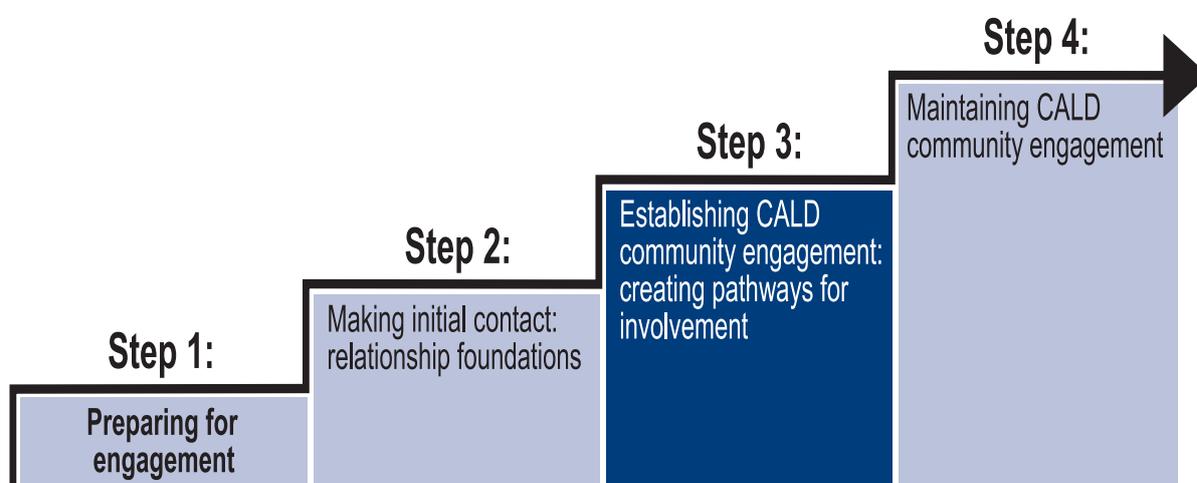
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CHAPTER 5

Step 3 Establishing CALD community engagement: creating pathways for involvement

In this chapter we will look at:

- ✓ **how to set up the relationship, including:**
 - **generating trust among communities**
 - **observing appropriate protocols**
 - **communication channels, and**
 - **establishing parameters around the partnership.**



5.1 Introduction

At this stage you will have identified your key drivers for undertaking community engagement and your CALD community stakeholders. You will also have recognised some key issues affecting the community's involvement in emergency management activities and considered the principles associated with stakeholder management. In this chapter, we will look at how you now establish engagement to ensure that stakeholders and communities are included in all phases of emergency management.

Did you know ... ?

In 2005–06 new permanent arrivals settled in:

- NSW: 34%
- Victoria: 25%
- Queensland: 12.5%
- Western Australia: 12.5%
- South Australia: 8.1%
- ACT: 1.3%
- Tasmania: 0.9%, and
- Northern Territory: 0.5%.

5.2 Setting up the relationship

a) *Credibility*

Establishing credibility and generating trust amongst CALD community groups are essential parts of effective community engagement. Communities increasingly report 'consultation' fatigue, whereby mainstream organisations seek community involvement as a 'one-off' event, or provide little or no feedback when input is provided.

There are many ways to demonstrate commitment as part of the process of establishing credibility. A number of agencies involved in emergency management have made significant statements of commitment through policies, research and interactive projects with CALD communities.

However, commitment **must** also be expressed at the local level for each agency and planning committee that has an emergency management role. As personal relationships are important, the same personnel, if possible, should be involved.

Knowledge and attitudes

Part of establishing credibility among communities is ensuring that emergency management personnel have received appropriate training and information in relation to working in culturally diverse settings.

The attitudes and knowledge of staff can have a significant impact on the way in which communities and their representatives respond to the invitation to engage with the agency or emergency management planning committee. For example, staff attitudes to groups and individuals can either inadvertently create barriers or enable participation. There are many issues that staff will need to be aware of when communicating with diverse groups.

Checklist of staff attitudes and skills

The most important attributes needed by emergency management personnel when seeking to effectively engage with diverse groups are:

- ✓ Ensure you have thoroughly undertaken the research phase as set out in Step 1.
- ✓ Have a genuine commitment towards understanding the communities with which you seek to engage.
- ✓ Avoid making assumptions.
- ✓ Avoid any discrimination in language or behaviour.
- ✓ Avoid any approach that can be seen to be patronising.
- ✓ Have an understanding of some of the protocols and issues relevant to the community of interest.
- ✓ Recognise the effects of discrimination on the capacity of groups to engage.

b) Observe appropriate protocols

The status, authority, tradition, obligations and power structures are different in each CALD community. Emergency management personnel should not assume that protocols that work in one community will work in all of them. It is important to know what the protocols involve. For instance:

- Are there processes that need to be undertaken before individuals are selected as 'representatives' of their community?
- Do religious leaders or elders in the community have a role in giving permission for the involvement of specific community members?

It is important that you seek advice from community leaders and peak bodies on what protocols and customs may affect the engagement process.

Naming

An important aspect of observing 'protocol' is to respect the naming structure of the community. This can simply amount to being respectful.

Some useful reminders for emergency management personnel are:

- Care should be taken to identify the correct spelling and order of a person's name.
- Always ask people for their family name, given name, and so on, and ask them how they would like to be addressed.
- Be aware that a person may have different written and aural versions of their name.
- Government documents may also have incorrectly recorded names.

An excellent resource on the naming structures of communities can be found in Centrelink's *A guide to ethnic naming practices* (2003). This guide is designed to help people involved in service delivery to offer a high level of customer service to people from diverse cultural and linguistic backgrounds. It provides information on:

- the order in which a name appears; for example does the family name come first or last?
- how children are named
- whether a woman's name changes after marriage, divorce or the death of a partner, and
- pronunciation of names.

Significant events

Having an appreciation and understanding of significant cultural or religious events is also an important part of observing protocols. For example, aim to hold a launch of an activity or a luncheon for Islamic communities outside the month of Ramadan. Although some people will still participate during Ramadan, the success of the event may be diminished by reduced attendance. The DIAC web site provides an annual update of key cultural and religious events observed by CALD communities in Australia. (See <www.immi.gov.au> calendar of cultural and religious dates.)

c) Preferred communication channels

When establishing engagement arrangements, agencies often start by inviting key stakeholders to a 'meeting' at their premises. Although this can be a useful way to begin building relationships, it is also worth giving some thought to more creative approaches. For example, meeting at a neutral venue or a community premise may increase community confidence, trust and comfort in active participation.

An important component of any community meeting is the culturally appropriate provision of food. Other strategies are:

- an informal lunch where people are provided the opportunity to meet with emergency management personnel
- obtaining community permission before emergency management personnel visit a community group
- setting up an initial meeting as a mutual information exchange session
- provision of interpreters if requested by the CALD community group
- ensuring that communities have been consulted on the appropriateness of meetings with mixed-sex or mixed community groups (this may not be always allowable for cultural or religious reasons), and
- consideration of not wearing uniform.

d) Formalising the community engagement process

Formalisation of the community engagement process involves ensuring clarity in relation to the type of arrangement that you may wish to establish.

There are many types of arrangements that can be established:

- short-term arrangements established around time-limited projects, such as the development of an evacuation centre plan and involvement in an exercise
- representation on ongoing emergency management planning committees
- ongoing 'informal' relationships where 'comment' or 'input' is sought in a less structured manner; for example, utilising community networks to pilot a school education resource
- gender-specific or 'expert' groups that provide input as required (for example, a Vietnamese youth campaign targeting volunteerism), and
- remuneration agreements for time and other expenses incurred by CALD community representatives.

Once you have clarified your rationale (refer to chapter 2), expectations and the type of arrangement, then the next important step is to 'formalise' this in some way. Formalising these arrangements will demonstrate the sincerity of the agency's or emergency management planning committee's and the community's commitment. This formalising could include the development of a memorandum of understanding (MOU) between the agency or emergency management planning committee and the identified community and its representatives.

The MOU can include:

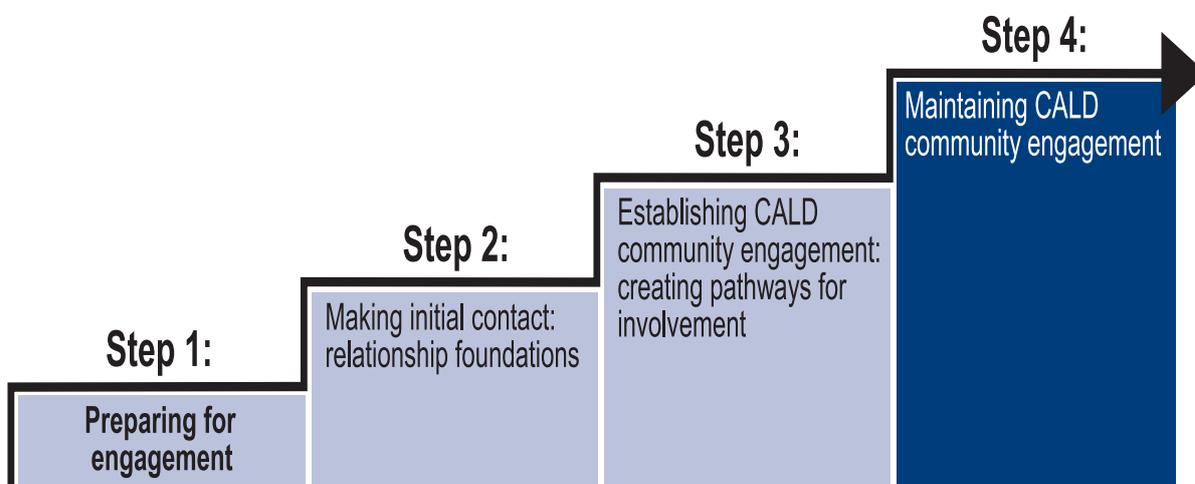
- expectations
- type of engagement
- duration (time-specific or ongoing)
- benefits
- feedback processes
- indicators of success
- roles and responsibilities, and
- review and evaluation.

CHAPTER 6

Step 4 Maintaining CALD community engagement

In this chapter we will look at:

- ✓ undertaking consultations
- ✓ effective communication, and
- ✓ maintaining ongoing relationships
 - following up
 - building knowledge and capacity, and
 - evaluation and review.



6.1 Introduction

At this stage your relationship with CALD communities and stakeholders has been established and you are working together to ensure that community engagement will lead to improved preparedness and participation by CALD communities in all phases of emergency management.

In this chapter we will look at how you can ensure that you maintain engagement.

6.2 Consultation

An important component of maintaining your initial engagement is ongoing consultation. Consultation aims to achieve an efficient and trustworthy two-way flow of information between emergency management personnel and the community. Consultation and feedback provide the opportunity for emergency management personnel and CALD communities to separate misconceptions and assumptions from what is actually happening. Consultation is an important avenue for fostering community ownership of solutions and ensuring preparedness and mitigation of the impacts of an emergency. Refer to Appendices 2 and 3 for good practice case studies.

Ideas for consultation include:

- working in collaboration with CALD community representatives to develop consultation strategies that best reflect their community preferences
- face-to-face focus groups
- in-language surveys and questionnaires (*Note that this may not be a useful approach for many new communities, whose languages have an oral tradition.*)
- inclusion of community representatives on emergency management planning committees
- using appropriate language services to ensure that information is appropriately transferred
- avoiding consultation fatigue by considering options such as interviews and case studies, and
- outreaching into the community rather than expecting the community to come to you.

6.3 Communication

Communication is an essential aspect of developing and maintaining effective engagement. It is a process of informing communities about all aspects of emergency management. This could include information on available services, community awareness strategies and post-impact facts sheets. In the context of emergency management, this means the provision of accurate, timely and well understood information that is readily accessible to CALD communities.

Some ideas for achieving effective communication are:

- Establish a clear insight into any language or cultural barrier that may exist. (For example, if you were seeking to communicate with the Bahri Sudanese community, translated materials would not be effective, as the language has an oral tradition.)
- Provide information in creative and culturally inclusive ways that inform CALD communities about services. (For example, some communities are more likely to pick up information that is presented in certain colours. Some groups may discard any information in which only 'white Anglo' people are depicted, as they automatically assume the information is irrelevant to them.)
- Develop multilingual information strategies to communicate emergency messages and general information. (Many agencies demonstrate an over reliance on translated materials that are difficult to distribute and inaccessible to those with literacy issues. There is a diverse range of communication mediums available, including ethnic radio, ethnic press, web sites, bilingual workers etcetera. SBS radio and the National Ethnic and Multicultural Broadcasters Council [NEMBC] both broadcast in over 60 languages nationally.)

6.4 Maintaining ongoing engagement

Agencies are often very good at the ‘establishment’ phase of the relationship, but tend to neglect the need to ‘maintain’ and nurture the relationship once initial engagement objectives have been achieved.

Important elements for maintaining ongoing engagement are:

- regular follow-up, including ongoing feedback to the community
- building knowledge and capacity, and
- evaluating and reviewing the effectiveness of the initial engagement activity.

a) Follow-up

Community engagement inevitably generates the need for ‘follow-up’ activities. Often communities will evaluate the commitment of the emergency management agency or planning committee through their willingness to follow up on promises made in relation to future activities. Once an offer has been made it is important that efforts to ensure that it is followed up are actively pursued.

b) Building knowledge and capacity

An important aspect of quality engagement is the knowledge that is generated. It is important to discuss with your CALD community partners how the learning and knowledge generated as a result of the engagement can contribute to longer-term capacity-building within the communities generally.

The capacity of CALD communities to be resilient to the impacts of emergencies needs to be built up over a period of time. This capacity will be enhanced by the skills and knowledge developed by those involved in the initial engagement, their ability to ‘transfer’ these skills to other members in their communities, and the ongoing support received by the emergency management agency or planning committee.

The training of emergency management personnel is also important in equipping them with the necessary understanding and sensitivity to effectively engage with CALD communities. It is desirable that the training is across the whole agency, rather than one person or one area.

Education and training of personnel can be undertaken using a diverse range of approaches. Some examples are listed here:

- Develop and implement appropriate cross-cultural training modules.
- Integrate cross-cultural training into existing training programmes.
- Integrate CALD components into emergency management exercises and activities.
- Utilise the expertise of members of CALD communities in delivering training programmes to emergency management agencies.
- Consult with CALD communities regarding specific needs for training within that community.
- Provide appropriate education and information sessions at CALD community venues.
- Ensure the appropriate evaluation and review of training programmes.

c) Evaluating and reviewing the effectiveness of the community engagement

There is often a striking imbalance between the amount of time, resources and energy that agencies invest in strengthening relationships with communities and the amount of attention they pay to evaluating the effectiveness of the engagement and its outcomes.

Ongoing monitoring is essential to ensure that what is being done is effective. Evaluation needs to be embedded into any community engagement process and the feedback used to develop and guide future directions.

A tool that could help in the evaluation is the development of appropriate performance indicators to determine whether the outcomes achieved are consistent with the objectives. Performance indicators could be compared or measured against current access and equity strategies, such as the Charter of the Public Service in a Culturally and Linguistically Diverse Society.

(See <<http://www.immi.gov.au/about/charters/culturally-diverse/index.htm>>)

Some further suggestions for evaluating and reviewing your engagement activities are:

- measuring the level of community satisfaction through structured feedback strategies such as interviews and questionnaires
- measuring the increased capacity of CALD communities to participate in formal emergency management arrangements; that is, reporting by the agencies involved in emergency management on the number of emergency management committees and planning groups that have CALD community representatives
- developing an agreed monitoring system between various emergency management agencies and community groups
- maintaining a current CALD community profile and undertaking regular needs assessment that will ensure the currency of needs as local demographics change, and
- building in the evaluation and review requirements of any engagement activities during the planning process.

Appendix 1

Potential partnerships and resources

National peak bodies catering for CALD communities

Department of Immigration and Citizenship

The purpose of the DIAC is to 'enrich Australia through the well managed entry and settlement of people'. DIAC is committed to ensuring that it is open and accountable, deals fairly and reasonably with clients, and has staff that are well trained and supported. The department's operational theme is ***people our business***. Since its establishment in 1945, DIAC has managed the arrival and settlement in Australia of more than six million migrants from 180 countries, including 620 000 arrivals under humanitarian programmes.

To contact DIAC go to <www.immi.gov.au>.

Federation of Ethnic Communities Council of Australia

FECCA is the peak, national body representing Australians from CALD backgrounds. FECCA's role is to advocate, lobby and promote issues on behalf of its constituency to government, business and the broader community. FECCA strives to ensure that the needs and aspirations of Australians from diverse cultural and linguistic backgrounds are given proper recognition in public policy.

In undertaking this work, FECCA monitors a wide range of issues, including:

- cultural institutions
- community harmony
- social welfare and justice
- health services
- immigration, refugee issues and citizenship
- racism, and
- youth and women's issues.

To contact FECCA go to <www.fecca.org.au>.

State- and Territory-based organisations

Multicultural commission/offices of multicultural affairs

An ethnic affairs office or its equivalent can be found in each State or Territory. These are the peak State or Territory Government multicultural bodies.

| State | Agency | Contact Details |
|--------------|--|--|
| ACT | Office of Multicultural and Community Affairs | www.dhcs.act.gov.au/community/mau/default.htm |
| NSW | Community Relations Commission for a Multicultural NSW | www.crc.nsw.gov.au |
| NT | Office of Ethnic Affairs | www.nt.gov.au/dcm/multicultural |
| QLD | Multicultural Affairs Queensland | www.premiers.qld.gov.au/multicultural |
| SA | Office of Multicultural Affairs | www.multicultural.sa.gov.au |
| TAS | Multicultural Tasmania | www.dpac.tas.gov.au/divisions/multitas |
| VIC | Victorian Multicultural Commission | www.multicultural.vic.gov.au |
| VIC | Victorian Office of Multicultural Affairs | www.voma.vic.gov.au |

Migrant resource centres (MRCs) and migrant service agencies (MSAs)

There is an Australia-wide network of MRCs and MSAs. They provide settlement services to help newly arrived migrants and refugees to participate in Australian society.

The MRCs and MSAs are funded by DIAC. They may also receive funding from other sources, including government departments.

The services offered by each MRC or MSA may vary, depending on the individual resources of the organisation.

The roles of MRCs/MSAs include:

- provision of information, orientation and referral services to new arrivals
- assessment and review of settlement needs
- strategic planning and coordination of DIAC-funded settlement services in partnership with mainstream and other settlement services providers
- development and maintenance of strong links with other DIAC-funded settlement services
- helping and coordinating community organisations involved in building self-reliance within communities (community capacity-building), and
- provision of appropriately targeted outreach services to ensure optimum coverage to meet client needs, without duplicating existing services.

The details of most State or Territory MRCs and MSAs are easily accessible by undertaking an Internet search.

Ethnic communities councils

There are a number of metropolitan and rural-based ethnic communities councils in each State or Territory. These are non-government peak bodies representing many organisations and people from multicultural communities in their State or Territory. Their primary roles are advocacy, education and community development.

Most State or Territory ECC details are easily accessible by undertaking an Internet search.

Each State and Territory also has many other organisations that can help you to develop and enhance partnerships with CALD communities. These may include:

- community agencies
- community groups and associations
- religious groups, and
- multicultural radio stations and newspapers.

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Appendix 2

Case study: Multi Faith Initiative

Project background

The Multi Faith Initiative was a scoping study undertaken in Victoria to investigate the possible contribution of people of faiths other than Christianity to community-building and, in particular, to community recovery assistance.

The purpose of the project was to establish guidelines on understanding of the cultures, strengths and needs of non-Christian-faith communities and the contribution they can make to programmes of community recovery and community-building when dealing with emergencies.

Method

Representatives of various Victorian faith groups were interviewed. The research focused on the central organisations of major faith traditions and areas where increasing numbers of people are associated with faiths other than Christianity. It also focused on areas where a high proportion of the households do not use English as a first language in the home.

Findings

The following were the general findings:

1. With the exception of one or two individuals, no one contacted knew anything of the work of the Victorian Government's Department of Human Services in relation to emergencies and community recovery.
2. No one knew of the role of the Victorian Council of Churches within the State Government's Community Recovery Plan.
3. All groups expressed a willingness to be involved in an Interfaith Community Recovery Programme. One very well organised faith group expressed some reservations about how this best could be achieved.
4. All groups are in some way or another already involved in the process of community building at the local level.

More specific findings were:

It is important to use inclusive language, that is, words and expressions that are appropriate to all, not specific to any individual faith tradition.

Some faith groups have already been involved in the organising and conducting of faith-response events following an emergency, even when these events have been organised primarily by Christian churches or by Local Government council officers. It was also found that many faith groups are already involved in local community-building programmes and are part of interfaith networks increasingly being brought together by local councils.

Hence the involvement of people from faith groups other than Christian ones in a community recovery and community-building programme following an emergency will usually not require completely new cooperative relationships; rather, it will be built on relationships and actions already being undertaken in local communities.

All of those interviewed made reference to trained personnel within their communities, such as nursing and medical staff and social workers, whereas others understood the need for willing 'neighbours' to visit.

All of those who wore distinctive clothing expressed concern about how they would be greeted in a home visitation programme in the event of an emergency caused by—or even rumoured to be caused by—terrorist attack.

In some faith communities a good command of English cannot be assumed. If fluent English is required, for example in home visitation, some communities may be limited in their ability to participate. On the other hand, in some emergencies people who can speak languages other than English may be essential and the value of their contribution should be recognised.

It also needs to be emphasised that many of the people who have come to Australia as immigrants or refugees are 'survivors' in the best sense of the word, and their leadership should also be given a voice in local cultural and interfaith dialogue and events.

Some recommendations

- Increase the engagement between leaders from faith communities other than Christian ones and the Christian clergy, to facilitate the inclusion of other faiths in the immediate response phase to an emergency.
- Increase the support from the Department of Human Services and the Victorian Council of Churches, as community recovery service deliverers, to provide the facilities and resources to include people of diverse faith backgrounds in both the clergy training program and the community recovery program.
- Encourage Local Government to include a variety of faith communities in roles as part of the community recovery programs. More specifically, the leaders of the various faith communities should be **jointly responsible** for organising memorials or commemorative ceremonies or gatherings, as this enhances the sense of social inclusion and the building of community.

More information on this initiative can be obtained from the Victorian Council of Churches, Level 4, 306 Little Collins Street, Melbourne 3000; phone: 03 9650 4511.

Appendix 3

Case study: Maribyrnong City Council Emergency Relief Centre Management Guidelines for CALD Groups

Project background

The purpose of the project was:

To develop a set of management guidelines to help managers of Emergency Relief (Evacuation) Centres (ERCs) to manage the needs of people of CALD backgrounds who may attend a centre in the municipality during an emergency.

This was developed for an audience of council staff following consultation with representatives of the local African, Bosnian, Chinese, Croatian, Greek, Indian, Italian, Macedonian, Serbian and Vietnamese communities in the Maribyrnong area.

Objectives of the management guidelines

The objectives of the management guidelines were to:

- ensure that response and recovery procedures address CALD community needs
- fulfil the council's duty of care by minimising any danger or risk to the public
- minimise any risk to the council and its employees
- ensure effective, efficient and timely communication to all parties
- minimise inconvenience to the community
- manage arrangements for the utilisation and implementation of municipal resources and the provision of relief to affected persons in response to emergencies
- manage the support provided by other agencies
- complement other local, regional and State planning arrangements, and
- provide background information on major CALD groups in the area (inclusion is determined by demographics or high levels of need).

The guidelines provide checklists, processes, templates, tools, resources and references to help in the development, operation and continuous improvement of CALD management practices for the council in an emergency situation.

Community consultation

Approach

The following approach was adopted for community consultation:

- A questionnaire was used to elicit requirements via a standard approach.
- Consultation and the questionnaire design were conducted in accordance with council policies on engaging with CALD groups.
- CALD representatives were selected on the basis of their involvement with CALD community members and the availability and knowledge of the CALD group.
- Initial meetings were held with CALD representatives to introduce the project, answer queries and schedule interviews.
- Structured but informal one-to-one discussions were held at suitable venues.
- Interpreters were used as required.
- The outcomes were recorded and analysed to highlight specific needs.

Questioning

The questions asked of CALD representatives fell into one of five categories:

1. culture (for example, perception of staff in uniform)
2. age (for example, community attitudes to family and child care)
3. religion (for example, religions practised by the community)
4. gender (for example, eye contact/body language), and
5. language (for example, attitudes to different media).

CALD representatives were also asked to prioritise their requirements in order to determine what was essential for provision in the ERC for the community.

Outcomes

Respondents particularly emphasised their needs in terms of diet, language interpreters, sleeping arrangements, personal support, prayer and special washing practices.

From this consultation, a range of local recommendations and contact lists of services (such as catering, interpreters, faith and community leaders) are provided within the guidelines. The recommendations incorporated the needs of CALD groups under the following headings:

- Emergency relief (evacuation) centre set-up
- Registration of evacuees
- Registration of volunteers
- Interpreters and community leaders to attend
- Dietary requirements to be catered for
- Personal support
- Segregated sleeping arrangements
- Prayer room requirements
- Clothing requirements
- Animal housing requirements, and
- Communications.

However, it was stressed that it was important to remember that assumptions should not be made about an individual's requirements on the basis of their membership of a CALD group. For example, it would be incorrect to assume that all African evacuees in an ERC are Muslim. Rather, the guidelines were designed for use in prompting areas for discussion with CALD group members to help in meeting their needs.

Conclusions

Key project findings

The key project findings were:

- all groups seek clarity of information in an emergency
- the differing and unique CALD needs of Maribyrnong communities are now better understood
- it is important to stress to CALD groups that although their needs are being captured they may not all be met in an emergency situation (best endeavours), and
- there is no 'one size fits all', as there can be diversity within a CALD group.

Lessons learned

The lessons learned by the project team were:

- **never assume:** don't have preconceptions about a CALD group or about individuals within the group
- **identify:** getting access to the right people is crucial
- **manage expectations:** it is better to under-promise and over-deliver than vice-versa, and
- **keep it simple:** don't overcomplicate the guidelines; simple, user-friendly information is required in an emergency.

If required, the guidelines can be obtained in full from Maribyrnong City Council, Napier Street, PO Box 58, Footscray VIC 3011; phone: 03 9688 0200.

Or download the document from

<www.maribyrnong.vic.gov.au> under Public Health and Safety/Emergency Management/Emergency Relief Centre Guidelines for CALD communities.

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Appendix 4

Community engagement resources

An extensive range of community engagement and emergency management resources is also available from the EMA library, located in Mt Macedon.

The library's catalogue can be found on the EMA website, <www.ema.gov.au/library>.

For further information, to obtain copies of articles, or to borrow items, you can contact the library directly:

E-mail: ema.library@ema.gov.au

Fax: 03 5421 5273

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