Migrants in Disaster Risk Reduction

Practices for Inclusion

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MIGRANTS IN COUNTRIES IN CRISIS INITIATIVE

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Editor
Lorenzo Guadagno, Mechthilde Fuhrer and John Twigg

Graphic Design
Claire Bonnet

International Organization for Migration
17 Route des Morillons
1211 Geneva 19
Switzerland
Tel.: +41 22 717 91 11
Fax: +41 22 798 61 50
E-mail: hq@iom.int
Internet: www.iom.int

Council of Europe
Avenue de l'Europe
F-67075 Strasbourg Cedex,
France
Tel-Fax. +33 (0)3 88 41 20 00
E-mail: publishing@coe.int

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Foreword

Migrants, asylum seekers and refugees constitute a significant and growing proportion of the general population of countries in Europe. Globally, more than 60 million people — refugees and internally displaced persons — are forcibly displaced by conflict, violence, disasters and human rights violations. This is the highest level of forced displacement since World War II.

The Council of Europe has encouraged the protection of the rights of migrants, refugees and displaced people for years and supported their integration by identifying and sharing good practices as well encouraging access to better living conditions.

The Parliamentary Assembly adopted in particular in 2010 its Recommendation 1917 "Migrants and refugees: a continuing challenge for the Council of Europe", encouraging the signature and implementation of the European Convention on the Legal Status of Migrant Workers by member States and requesting the Council of Europe to further develop hard and soft law instruments and practical activities pertaining to migrants, asylum seekers, refugees and displaced persons. The Parliamentary Assembly has also dealt with environmental and climate refugees in its Resolution 1655 (2009) on "Environmentally induced migration and displacement: a 21st Century Challenge", noting in particular that natural disasters and environmental degradation will cause human migration, with humanitarian and security dimensions.

In 2016, with member States facing an unprecedented large scale arrival of migrants, the Secretary General of the Council of Europe appointed a Special Representative on Migration and Refugees to coordinate Council of Europe activities and international efforts in this area, in order to better support member States to ensure the implementation of their commitments under the European Convention on Human Rights, whilst managing overwhelming numbers of refugees and migrants.

In 2016, with member States facing an unprecedented large scale arrival of migrants, the Secretary General of the Council of Europe appointed a Special Representative on Migration and Refugees to coordinate Council of Europe activities and international efforts in this area, in order to better support member States to ensure the implementation of their commitments under the European Convention on Human Rights, whilst managing overwhelming numbers of refugees and migrants.

In this context, the European and Mediterranean Major Hazards Agreement (EUR-OPA) — a collaboration platform of the Council of Europe, supports cooperation amongst its member States in the area of natural and technological hazards. Its work has been focused on the resilience of vulnerable groups such as migrants, asylum seekers, refugees, people with disabilities and children.

Since 2014, EUR-OPA has encouraged and supported projects that strengthen the inclusion of Migrants, asylum seekers and refugees in the preparation of emergency and evacuation plans as a political, ethical and social duty for a democratic society so as to leave no one behind.

Indeed, migrants, asylum seekers and refugees are more vulnerable in the face of a disaster given their limited access to resilience information (they may not master the language of the State where they are displaced, not be aware of risks familiar to locals, etc.). These groups may also experience increased vulnerability if their living conditions are below average (refugee camps, marginal settings in dangerous areas) or if, as a consequence of their situation, they have poor health, relatively low education, etc.

EUR-OPA worked therefore to identify how civil protection bodies take into account the specificity of such groups while conceiving and implementing protection and evacuation schemes. How to encourage these populations to take an active part in this work and contribute to the development of even more effective schemes, adapted to their specific needs.

As a result EUR-OPA adopted at its 13th Ministerial Session (Lisbon, Portugal, 26 October 2016), recommendations on the Inclusion of Migrants, Asylum Seekers and Refugees in disaster preparedness and response, and developed guidelines in order to provide member States with concrete tools for the use of civil protection professionals at local, regional and national level.

This publication builds upon the knowledge and experiences gathered throughout this EUR-OPA programme as well as on the Migrants In Countries In Crisis Initiative, in collaboration with the International Organization for Migration, and Overseas Development Institute. It presents existing practices and lessons learned on the integration of migrants into decision-making, policy-setting and implementation of disaster risk reduction initiatives.

In line with the people-centred approach emphasized in the Sendai Framework for Disaster Risk Reduction 2015—2030, it aims to support practitioners and policy makers in developing policies and operational activities integrating more effectively migrants in DRR efforts.

Claudia Luciani
Director,
Democratic Governance Directorate
Council of Europe

Foreword

Migrants have an increasingly important place in our modern, interconnected and diverse societies. Every country in the world hosts communities of migrant workers and their families, refugees, displaced persons, international students, and businessmen. Their presence contributes to the economic, cultural and social vitality of their countries of destination — however, their specific needs and capacities are not always factored into public policy or considered in the planning or delivery of basic services.

This is also the case for Disaster Risk Reduction (DRR). Disasters that have taken place over the last few decades have shown that the challenges migrants face in accessing information, resources and services make them particularly vulnerable to the impacts of natural and man-made hazards. At the same time, they have also shown that migrants are exceptionally resourceful individuals, whose resourcefulness and capabilities are key for the resilience of their host communities.

Building on growing international attention to issues related to human mobility and the environment, the 2015 Sendai Framework for Disaster Risk Reduction (SFDRR) has explicitly called for the inclusion of migrants in DRR the policies and practices of their host countries and communities. However, efforts to put this provision into practice has so far been far from systematic.

Over the last years, IOM, in collaboration with its counterparts and partners, has been working to strengthen such efforts through targeted capacity-building activities — including as part of its engagement to implement the Guidelines to Protect Migrants in Countries Experiencing Conflict or Natural Disaster. In particular, IOM and the Council of Europe, through its EUR-OPA Agreement, have been working together to raise the awareness of emergency management actors on the need to include migrants in their work, and to equip them with relevant skills, tools and knowledge.

IOM remains committed to supporting the design and rollout of DRR policies and practices that fully account for migrants and their needs and capabilities, and build upon their active participation.

This publication showcases a number of activities, approaches and products by a variety of different actors, which illustrate migrant inclusion in DRR. It is IOM's hope that this book will contribute to the development of whole-of-society approaches to DRR that reduce disaster risk for all members of the community.

William Lacy Swing
Director General,
International Organization for Migration

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Introduction: A Case for Migrant-Inclusive Disaster Risk Reduction

Lorenzo Guadagno, Mechthilde Fuhrer and John Twigg

Migrants and disaster risk reduction

There are some 250 million international migrants in today's world, living abroad for work, education or family reasons. Tens of millions of people have moved across borders to find refuge from conflicts or disasters, and many more travel abroad every year for tourism, business or to visit friends and relatives. International population movements are a key dynamic of modern, interconnected and increasingly diverse societies all around the world and contribute to shaping their cultural, social and economic life. Migrants[1] represent such a sizable component of many communities, and in particular of global, regional and national urban hubs, that accounting for their presence and for their specific set of skills, experiences and needs has become essential to the inclusive provision of services, opportunities and resources in their places of destination.

Migrants also need to be considered in host countries' disaster risk reduction (DRR) policies and activities. When hazards strike, migrants may face specific challenges and barriers that result in more acute protection and assistance needs. Over the last few years alone, the 2011 floods in Thailand, the great east Japan earthquake, tsunami and nuclear accident in 2011, and superstorm Sandy in the United States in 2012 have shown how migrants often struggle to access resources, services, opportunities and information that are key to ensuring safety and well-being in the face of hazards. Factors affecting the lives and security of migrants, both in ordinary times and in disasters, include limited language proficiency; limited knowledge of their destination's hazards, laws, institutions and markets; limited social networks; a lack of trust in authorities; restrictions on mobility; and discrimination, hostility and xenophobia. When these are not adequately addressed, migrants can be disproportionately affected by natural hazards.

Many of these factors are intrinsically linked with being abroad (or, rather, of being away from home, as they are faced also by those who have moved within their country, such as internal migrants and internally displaced persons); however, they do not affect all migrants equally. In general, the extent to which migrants' rights, dignity and participation are guaranteed on a day-to-day basis by a host country's institutions determines their vulnerability during and after disasters. Migrants with irregular status or from particularly discriminated or marginalized groups are most likely to be especially at risk. This is due to livelihood and housing insecurity, a lack of access to basic services, a lack of public welfare coverage, reduced access to relief assistance, and limited trust in host communities and responders.

The presence of migrants, however, is essential to the economic, cultural and social vitality of their communities of destination. They represent a key demographic within working-age groups, especially in developed, ageing societies, and facilitate the circulation and mobilization of a diversity of knowledge and assets across places and societies through their movement and networks. Whenever the dignity, lives and assets of migrants are affected in disasters, their host communities as a whole are also negatively impacted. Whenever migrants' skills, experiences and capacities are leveraged in support of DRR efforts, their host communities as a whole are made more resilient.

Including migrants in DRR efforts is fully consistent with the whole-of-society approach to DRR adopted by the Sendai Framework for Disaster Risk Reduction 2015–2030: in order to reduce the impacts of natural hazards, it is essential to ensure that risk reduction efforts "leave no one behind", addressing the vulnerability of all societal groups, and especially the most marginalized; at the same time,

[1] For the purpose of this introduction, "migrant" designates any person living, working or staying in a country other than her or his country of citizenship, regardless of her or his legal status, reason for entry in the country and length of stay. It therefore includes migrant workers, international students, business travellers and tourists, as well as asylum seekers and refugees.

DRR efforts are more effective when they engage all community members. Significantly, paragraphs 7, 27(h) and 36(a)(vi) of the Sendai Framework explicitly recognize that migrants' knowledge, skills and capacities can be useful in the design and implementation of DRR, and call for national and local governments to engage them in relevant activities.

There is an indisputable ethical case for an inclusive approach that guarantees all migrants rights that are equal to those of the rest of the population with regard to care and support before, during and after disasters. States bear the responsibility to ensure the safety of all persons in their territory in the face of disasters, regardless of their nationality or migration status. However, migrants often go completely unaccounted for in disaster risk management and civil protection efforts. Moreover, even when relevant frameworks and institutions (formally or informally) recognize that people should not be discriminated against on the ground of nationality, language proficiency or legal status, non-discrimination in disaster-related matters often translates simply into a "colour-blind" approach to the delivery of emergency services and assistance.

Instead, inclusive DRR should be grounded on the identification of the specific barriers different people, including migrants, may face, and on proactive, targeted efforts that make it possible to address them in an appropriate manner. This requires adapting the way relevant actors, including those in charge of life-saving assistance in disasters, work. It should be noted that such efforts should not be limited to the provision of emergency services: accounting for migrants' presence, needs and capacities in all activities to prevent disasters and to support long-term post-disaster recovery is fundamental to reduce risk effectively.

A variety of efforts are needed to this end, ranging from the identification of migrants' specific conditions of exposure and vulnerability, through the design of migrant-inclusive preparedness plans and early warning and emergency communications systems, to the active engagement of migrants in disaster management structures. In most contexts, such efforts require the commitment of all DRR stakeholders. Local governments, civil society entities, private sector actors, and international organizations, in addition to State institutions, play a key role in removing obstacles that compound migrants' vulnerability to natural and man-made hazards.

Migrants in Disaster Risk Reduction: Practices of Inclusion

As we move into the implementation phase of the Sendai Framework, gathering existing evidence, practices and recommendations on relevant topics can be useful to guide risk reduction efforts by all stakeholders. Leveraging existing knowledge, disseminating examples of work and creating a community of experts and practitioners can help achieve DRR objectives more effectively. This is particularly the case of efforts aimed at including migrants in DRR — an area in which examples of work are often small-scale and ad hoc and rarely scaled up.

Therefore, the principal rationale behind this publication is to ensure that existing projects, approaches and products developed by actors at all levels to address the various facets of the inclusion of migrants in DRR help both to inform similar efforts worldwide and to mainstream them into DRR policy and practice. To this end, this publication details a variety of experiences of national and local governmental actors, civil society entities, international organizations and academics. It does not aspire to present an exhaustive list of interventions that may be needed to build migrants' resilience to disasters — rather, it takes stock of a range of initiatives that have been rolled out in the attempt to address certain recurring factors of vulnerability.

Data collection

Despite the wealth of anecdotal evidence pointing to migrants' specific conditions of risk, data on their vulnerability to disasters are not collected comprehensively or systematically — which is both a cause and a consequence of the invisibility of migrants in many DRR efforts. Based on research in areas receiving large population inflows in Turkey, Wilson and Paradise (chapter 1) stress the need to adequately account for migrants' presence and movement in disaster risk assessments. Tran and Enomoto (chapter 2), instead, point to the need to understand the specific hazard exposure,

risk perception and factors of vulnerability of minorities, including migrants, as part of DRR planning — showing how information crowdsourcing platforms have helped support such efforts in the Philippines.

Access to basic services

Restricted access to basic services and opportunities in normal times compounds migrants' vulnerability to disasters. In communities all over the world, many different actors play a role in ensuring that migrants, regardless of their status, can enjoy a dignified standard of living. Khovanova-Rubicondo and Kikuchi (chapter 3) show how the institutionalization of approaches that promote cultural diversity as a value for cities as diverse as Bergen, Norway, and Sendai, Japan, can underpin a diversity of initiatives and collaborations that improve migrants' access to information and resources both in normal times and in times of disaster. Clark-Ginsberg and Hunt (chapter 4) highlight the role that Concern International has played in Dhaka in addressing migrants' specific conditions of risk as well as their root causes by directly providing services and advocating on behalf of migrants with authorities and host communities.

Engaging migrants in disaster risk reduction

Empowering migrants and their groups and creating the conditions for them to actively participate in DRR efforts can be an effective risk reduction strategy for the host community at large. This can help DRR actors overcome linguistic, trust and cultural barriers and the isolation of migrant groups, gather information on their size and characteristics, and leverage additional resources and capacities for response and recovery. To this end, it is essential to assess migrants' relevant skills, knowledge and experience, and understand how they can be leveraged for the benefit of the whole community, as attempted in the research of Lakhina and Eriksen (chapter 5) in the Illawarra region of Australia. But it is also essential to create forums and opportunities for engaging (and retaining) migrants as personnel of disaster risk management structures, as highlighted both by Lieberam (chapter 9), from the perspective of a national mandated authority in Germany, and Parzniewski and Phillimore (chapter 6), from the point of view of a participant in a relevant training event in Japan.

Engagement of a variety of relevant actors

Synergies among a broad set of actors are key to effectively including migrants in DRR. These actors include mandated governmental authorities, migrant representatives and groups, and a variety of non-governmental and community-based organizations that are key service providers and advocates for migrant communities, both in normal times and in times of disaster. The role of such actors in strengthening migrants' capacity to prevent, prepare for and respond to disasters is highlighted with reference to the experience of: the Farmworker Association of Florida by Economos (chapter 8); Caritas in Lebanon by Maegan and Mansour-Ille (chapter 10); the American Red Cross in the United States by Rabenstine (chapter 11); and Australian Red Cross in Australia by Richardson et al. (chapter 12). Martínez and Núñez-Álvarez (chapter 7) instead describe the establishment of an institutionalized coordination structure among migrants, civil society organizations and mandated response actors, based on the experience of the Farmworker CARE Coalition in the San Diego area of the United States.

Cultural competence of response personnel

Commitment and direct actions by host country authorities in charge of disaster management are essential to effectively ensure migrants' access to information, resources and assistance in disasters. Many such institutions, at all levels and in a variety of geographical contexts, are working to improve their personnel's ability to adequately operate in culturally diverse contexts. Schönefeld (chapter 13) describes efforts currently being carried out to improve the cultural competence of emergency response personnel in Germany. Limsakul (chapter 15) focuses on a similar programme that was recently rolled out in Thailand in response to, among other things, some of the challenges migrants faced during the 2011 floods, which are described by Bravi and Schaur (chapter 14). López Mejía (chapter 16) discusses instead how recent evolutions of the migration policy framework in Mexico have reflected on the willingness and ability of the country's institutions to focus on the issue of including migrants in DRR.

Including migrants in recovery

Migrants, especially those with irregular status, are often excluded from their host countries' recovery frameworks and support mechanisms. As a consequence, they often face persistent challenges long after a disaster's emergency phase passes — which can greatly undermine their long-term

well-being prospects and their ability to contribute to the recovery of the whole community. Experiences from the post-earthquake period in Christchurch, New Zealand, for instance, show that migrants can access (in particular through their networks) significant resources and have skills that can be essential to support recovery, and that setting up structures to consult migrants and to account for their needs and capacities in recovery planning benefits the whole community (Campbell et al., chapter 17; Marlowe, chapter 18). Robles and Ichinose (chapter 19) highlight how inclusive recovery interventions helped enhance migrants' long-term well-being prospects and integration into Japanese society after the great east Japan earthquake in 2011. Based on an observation of long-term post-disaster trends in Montserrat, Monteil and Simmons (chapter 20), on the other hand, stress that accounting for migrants and their specific conditions of vulnerability throughout the recovery process is essential to avoid the creation of risk to future disasters.

Including migrants in disaster risk reduction

Most migrant-specific DRR efforts, including those described in this publication, are primarily designed to address cultural and linguistic barriers that reduce migrants' access to information and assistance and enhance their ability to prepare for and respond to disasters. However, they can also contribute to transforming deeply rooted political, economic and social factors that define migrants' day-to-day well-being and security — which are the profound causes of their vulnerability to everyday hazards as well as to more intense disasters.

Ensuring the inclusion, engagement and participation of migrants in DRR efforts can foster structural changes in the host society by giving visibility to migrants, their contributions and challenges, and by contributing to shifting mainstream discourses and perceptions on their presence and role in host communities. DRR policies and efforts can be an entry point for improving migrants' participation in decision-making, fostering trust and building relationships with host communities, and ultimately enhancing their overall inclusion in the life of those communities.

Refugee Inclusion in Earthquake Casualty Estimation: A Case Study in South-East Turkey

Bradley S. Wilson[1] and Thomas R. Paradise[2]

Main issues

Earthquake risk analyses are an essential part of the disaster risk reduction process, helping to inform resource allocation pre-event and direct humanitarian aid response post-event. Earthquakes are environmental hazards with long return periods. For this reason, long-term earthquake risk assessments are often favoured over their short-term counterparts.

In Turkey, these assumptions are being challenged by the current scale of social and political upheaval. Since 2011, Turkey has accommodated nearly 2.8 million Syrian refugees amidst the ongoing Syrian civil war. In contrast to other Middle Eastern countries, only a small portion of Syrian refugees in Turkey (about 10%) reside in refugee camps. The remaining Syrian refugee populations have settled in local villages and cities – increasing occupancy in existing structures, many of which are highly vulnerable to earthquake shaking. The seismic resistance of Turkey's building stock remains a major area of concern in light of high collapse rates during recent earthquakes.

The prevalence of Syrian refugees living outside of formal camps is an important distinction for earthquake risk assessments. With population density increases exceeding 10 per cent in several south-eastern provinces, it is becoming increasingly important to integrate Syrian refugee populations into existing population models rather than to analyse their situations in isolation. Yet, the data sources commonly used in earthquake risk assessments are not updated frequently enough to support this type of analysis. Census-based datasets, the de facto standard for many risk studies, have decadal or bidecadal recollection periods – sufficient for long-term population changes, but insensitive to short-term population movements. These issues are present in Turkey, with the last Turkish census completed in 2011, before the onset of the Syrian civil war. Accordingly, risk analyses based on Turkish census data will significantly underestimate earthquake consequences unless explicitly adjusted with supplementary refugee data.

Zonan and Mustapha live in a former stable for horses in Salinufra, Turkey, with two other families. Each family uses a single stall intended for one horse. Originally from Kobane, the family fled to escape the ongoing war in the Syrian Arab Republic where they have been living in the stable for the past six months. © IOM/Muse Mohammed

[1] National Science Foundation graduate research fellow at the Department of Geosciences, University of Arkansas, Fayetteville, Arkansas, United States. Contact: **bsw006@email.uark.edu**

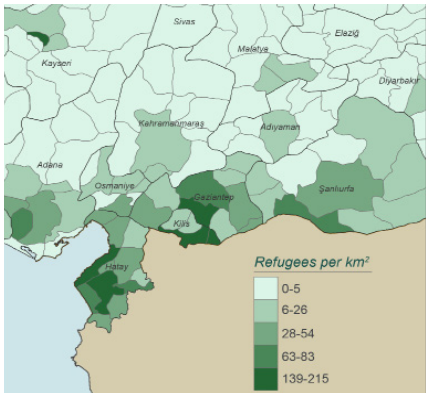
[2] Professor at the University of Arkansas, Fayetteville, Arkansas, United States.

Interventions

In an effort to account for refugee populations in earthquake casualty estimations, we adjusted population estimates from the Turkish Statistical Institute's Address Based Population Registration System (ABPRS) to include statistics on Syrians under temporary protection, available from the Directorate General of Migration Management (DGMM) of Turkey. While this process is straightforward, it is limited in scope to refugees who are formally registered by Turkish authorities. Displaced populations and unregistered refugees remain unaccounted for in our modified population model.

Using these two population scenarios (ABPRS and refugee-adjusted ABPRS), we performed a comparative analysis on earthquake casualty estimations across south-eastern Turkey. We simulated 15 earthquake scenarios at varying fault locations and earthquake magnitudes, comparing the casualty estimates produced before and after including refugee populations. This process had two fundamental goals: (a) to understand the impacts associated with earthquakes in provinces with varying refugee populations; and (b) to determine the underestimations associated with a standard census-based population model.

Map of the study area. *Source*: Authors' elaboration.



Syrians recognized under temporary protection, December 2016. *Source:* Authors' elaboration.

Impacts

Including Syrian refugee populations in earthquake casualty estimations increased the total number of projected casualties in earthquake scenarios across south-eastern Turkey. These increases ranged from a few extra casualties to 1,579 additional casualties, varying with earthquake location and magnitude. As percentages, these numbers represent 1 to 26 per cent increases in earthquake casualties compared to the estimates produced using the unadjusted ABPRS population model.

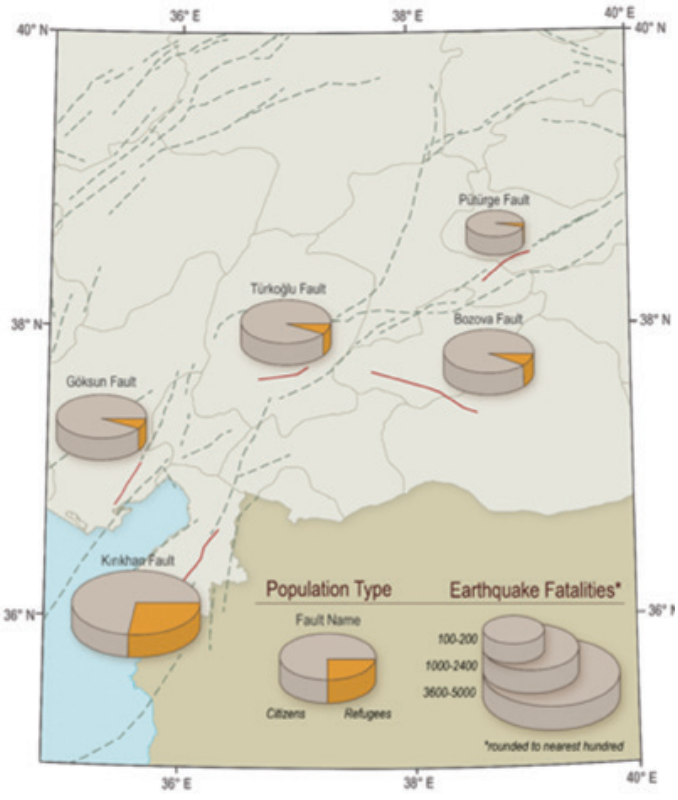
The differences in estimated casualties reflect the locations of Syrian refugees across the region. Earthquakes occurring in provinces with higher refugee populations will have correspondingly large casualty increases — and subsequently large underestimations if ignored. Hatay province is particularly concerning, with population centres concentrated directly on fault zones. Earthquake scenarios in Hatay province produced the highest levels of total casualties and refugee casualty increases (over 25% higher than pre-migration estimates). In areas with more modest refugee populations relative to the region, casualty increases were in the 7 to 9 per cent range, corresponding to tens to hundreds of additional casualties.

For government and aid agencies working to provide a region with aid post-event, understanding these varying scales is important for implementing adequate response plans. With refugee casualties reaching hundreds of individuals in over 50 per cent of this case study's simulations, it is clear that short-term population movements are an important consideration for scenario-based risk planning activities.

Table 1: Estimated casualties by scenario location and earthquake magnitude

Scenario	Affected provinces	Earthquake magnitude	Total estimated casualties	Estimated refugee casualties
Pütürge fault	Malatya, Elaziğ, Adıyaman, Dıyarbakır	5.8 6.4 7.0	28–63 92–181 205–377	1 1–3 3–5
Türkoğlu fault	Kahramanmaraş, Gaziantep, Adıyaman	5.8 6.4 7.0	466–711 1,022–1,492 1,637–2,363	36–54 77–112 123–176
Kırıkhan fault	Hatay	5.8 6.4 7.0	1,594–2,371 3,560–5,017 5,607–7,723	326–485 728–1,026 1,146–1,579
Göksun fault	Adana, Osmaniye	5.8 6.4 7.0	773–1,119 1,712–2,402 2,944–4,099	55–80 123–175 216–301
Bozova fault	Adıyaman, Şanlıurfa, Gaziantep	5.8 6.4 7.0	694–1,056 1,437–2,099 2,285–3,321	48–76 102–157 174–266

Source: Authors' elaboration.



Estimated number of earthquake fatalities in the study area. *Source*: Authors' elaboration.

Challenges

As with many aspects of disaster risk reduction work, the availability and quality of relevant data are limiting factors. The case of incoming Syrian refugees presents a significant challenge for earthquake risk analyses in south-eastern Turkey, as refugee populations are large enough to necessitate inclusion but the specifics of their situations remain poorly known. Two sources of uncertainty are particularly relevant for earthquake casualty estimations: freedom of movement and building occupancy.

Freedom of movement

Refugee registration and freedom of movement in Turkey are governed under the Temporary Protection Regulations (TPRs). Until early 2015, there was no systematic attempt to register and track the location of non-camp refugees within Turkey. Article 33 of the TPRs obliges refugees to stay in their assigned province or administrative location, but the precise degree of enforcement of this regulation is unknown. Any adjustments to these regulations in the event of an earthquake would be directed through the DGMM.

Currently, the DGMM provides statistics for provincial level non-camp refugee populations and camp populations as stipulated in the TPRs, but the accuracy of these numbers is unclear. With earthquake casualties directly linked to the population exposed to various degrees of shaking, any errors in population statistics will be present in casualty estimations.

Building occupancy

Because of a lack of information on the precise location of refugee populations, there is further uncertainty regarding the housing conditions of refugees. Needs assessments have indicated that living conditions remain an ongoing challenge for refugees, both those in formal camp settings and those in local communities. According to a 2013 assessment by Turkey's Disaster and Emergency Management Authority of Turkey, one in four refugees are housed in makeshift or rubble housing. The extent to which these conditions have improved since 2013 is currently unknown. This information is crucial for earthquake casualty estimations because fatalities are estimated from collapse rates and occupancy levels for different types of structures and building materials.

Syrian refugee children get ready for class at a multi-service center in Hatay, Turkey. © IOM/Muse Mohammed

Lessons learned

It is a straightforward conclusion that increasing population contributes to increases in estimated casualties. However, the specific extent to which the ongoing crisis in the Syrian Arab Republic has affected risk in neighbouring regions was previously unclear. The earthquake scenarios presented in this case study show the paramount importance of adjusting population models in south-eastern Turkey to reflect population movements. In four of five fault locations spread across south-eastern Turkey, accounting for Syrian refugees increased casualty projections by at least 7 to 9 per cent — tens to thousands of individuals varying with earthquake size and location.

Underestimating the scale of a disaster burdens governments and aid agencies working to respond to earthquake events. While this case study focused specifically on casualty estimations, it is reasonable to assume that the number of refugees will also affect injury and displacement totals in earthquake events. With populations displaced into Turkey increasing alongside the evolving conflict in the Syrian Arab Republic, accounting for refugee populations in scenario-based risk assessments is becoming an increasingly salient practice for disaster risk reduction.

Recommendations

Based on the results of this case study, we recommend the following actions be taken for any scenario-based natural hazard risk assessments performed in countries receiving significant population movements:

1. Use a population model that accounts for significant population displacement (either manually adjusted from census-based data, or from a proprietary product that takes migration into account). Most population models based on census data will be partially or completely migrant exclusive.

2. Incorporate the location and population of displacement sites into risk models. The distribution of displaced populations in camp versus non-camp environments varies greatly by country, and it is important that the local distribution be used, not the distribution used in this case study.

3. Assess the extent to which regional migration policy affects the access to and availability of relevant data. The availability of information regarding migrated populations differs by country, and localized studies may be able to leverage additional data, if available (that is, refugee living conditions could be directly incorporated into this case study).

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Using Open Data to Improve Inclusive Disaster Risk Reduction in Barangay Humilog in the Philippines

Tsubasa Enomoto[1] and Tran Thi Thuy Trang[2]

Introduction

In recent years, the Philippines has promoted the involvement of socially vulnerable groups in disaster risk reduction and management (DRRM), as well as the use of open data to contribute to reducing disaster risks. However, the Philippine Disaster Risk Reduction and Management Act of 2010 and the Open Data Philippines Action Plan 2014–2016 do not mention the potential of using social vulnerability data as a source of open data for better disaster prevention, preparedness and response.

Having platforms to collect and share open data would allow for the two-way flow of information between governmental authorities and communities, and support inclusive DRRM efforts. Instead, the availability and use of two-way communication options among individuals, governmental authorities, non-governmental organizations (NGOs) and private sector actors for identifying and addressing conditions of social vulnerability are still limited. The lack of data and communication options is exacerbated for migrant groups due to their mobility, lack of legal status (and therefore their lack of access to welfare and assistance) and the fact that they are more likely to live in informal settings. Their conditions of vulnerability often go unrecognized in planning and decision-making processes.

This chapter is a case study of the potential of using open data to improve inclusive disaster risk reduction (DRR) in Barangay Humilog, one of eight barangays of the municipality of Remedios T. Romualdez in the province of Agusan del Norte. Barangay Humilog attracts migrants from the surrounding rural region. The case study is based on a series of household surveys and focus group discussions the authors carried out in 2016 with 2,785 residents of the barangay. Just over 14 per cent of them were internal migrants, nearly 20 per cent of whom had spent less than one year in the area.

As data on social vulnerability are not available for public access, the concerns of socially vulnerable groups in general and migrants in particular are often neglected in the DRR planning and decision-making process. Therefore, the aim of the research was to examine the potential of gathering and using open social vulnerability data to increase inclusive disaster risk governance and two-way risk communication among all stakeholders. The Open Inclusive DRR Project team designed the surveys, focus group discussions and the online platforms in conformity with the Data Privacy Act of 2012 in order to protect the individuals' fundamental right to privacy while ensuring the free flow of information to promote innovative DRRM solutions. The research highlighted the importance of citizen engagement.

Gaps in social vulnerability data and risk communication

The approach to open data in the Philippines continues to focus heavily on data on physical vulnerability. There are no open data regarding social vulnerability, even though the use of such data would contribute significantly to DRRM. For instance, household-level data highlighting the presence of disabled persons, infants, the elderly or migrants and their specific needs can be used to develop more detailed risk maps that provide insights for the development of community contingency plans. If made available to the public, data on different people's perceptions of specific risks (such as being discriminated against in evacuation centres, lacking sanitation products or being isolated from other locals) can

[1] Open Data and Environmental Governance Specialist, Open Inclusive DRR Project, Asian Peacebuilders Scholarship Programme. Contact: **tenomoto@master.upeace.org**
[2] Gender and DRR Specialist, Open Inclusive DRR Project, Asian Peacebuilders Scholarship Programme. Contact: **ttran@master.upeace.org**

also support self-help and mutual-help mechanisms in the community. Having access to these data can create awareness of the different community members' types and levels of risk and provide opportunities for the community to use the data to implement grass-roots solutions.

Research shows that migrants have limited access to disaster information and are excluded from disaster governance, both of which affect their safety. In particular, they lack options for two-way risk communication. Eighty-seven per cent of the migrants in the case study have only one-way access to early warning and early response systems through face-to-face contact with the emergency response teams, and no access to feedback mechanisms. Their vulnerability and capacities are also neglected in DRRM planning and decision-making, as revealed by the fact that 70.9 per cent of the migrants have never participated in any DRR training activity, and 72.7 per cent have never participated in the DRR planning and decision-making process. A total of 63.6 per cent of the migrants, as opposed to 48.2 per cent of the rest of the population (that is, the non-migrant members of the community), believe that they do not have the capacity to respond to, cope with and recover from disasters. In addition, the non-migrant community members are not aware of their specific conditions of vulnerability, and the migrants themselves are not always aware of their own conditions.

These findings show that there is a need to establish a more inclusive DRR mechanism through which individuals can raise their concerns and participate in the planning and decision-making process.

Intervention for inclusive disaster risk reduction and its rationale

In order to make available open data on social vulnerability and two-way risk communication options, the Open Inclusive DRR Project, in consultation with local community leaders and members from the target groups, two NGOs (Paz y Desarrollo and Philippine Partnership for the Development of Human Resources in Rural Areas) and the local government unit, has carried out the following two main activities:

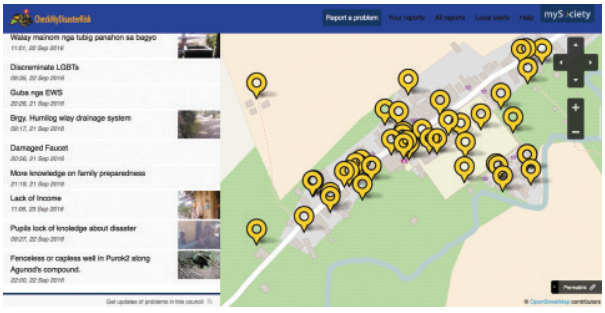
- Creation of two platforms to enhance inclusive disaster risk governance (discussed in the following sections);
- Citizen engagement (discussed in the section on lessons learned).

CheckMyDisasterRisk

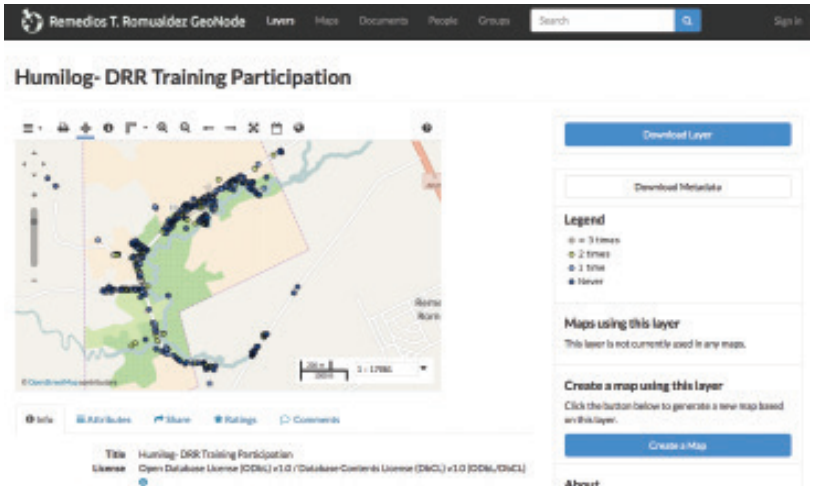
CheckMyDisasterRisk (https://checkmydisasterrisk.openinclusivedrr.com) is a reporting system that aims to provide all citizens — including migrants; children and youth; lesbian, gay, bisexual and transgender persons; and disabled and older persons – with the opportunity to report their perceptions on hazards and disaster risks. It allows users to map and report potential hazards, concrete problems, concerns and issues, as well as the risks they face, and make the information publicly available. Through the platform, citizens can send reports to the local government, thereby helping communities and local governments to understand what risks residents face and how they perceive them. It aims to enhance the inclusivity of DRR policies and governance through better two-way communication between the local government and all residents.

In order to improve access to the technology necessary to collect these data, the DRRM Office of Barangay Humilog was equipped with three tablet computers for citizens to use at no cost and the office staff was coached to instruct citizens on their use.

Interface of CheckMyDisasterRisk, powered by the FixMyStreet platform



The Remedios T. Romualdez GeoNode interface.



Remedios T. Romualdez GeoNode

Remedios T. Romualdez GeoNode (http://rtr-geonode.openinclusivedrr.com) is a geospatial content management system which aims to support evidence-based decision-making and disaster risk governance by providing the local government, relevant private sector actors, and NGOs and civil society organizations with access to open data on the social vulnerability of, and the risks faced by, citizens. The data, shared only in aggregate form in conformity with the 2012 Data Privacy Act of the Philippines, empower citizens by giving visibility to their concerns, better enabling them to join or influence the governance process and facilitating their access to the information needed to create grass-roots solutions.

Achievements and lessons learned

CheckMyDisasterRisk was accessed 3,000 times within two weeks of its launch, and the geospatial content management system now provides 61 risk and vulnerability maps of the community. The local government, NGOs and disaster response team expect to be able to use the data for more inclusive disaster risk governance. While it is still too early to identify precisely who is using the system and how, the barangay captain (the highest elected official in a barangay) and staff of the DRRM Office of the barangay have started discussing the system's reports and the concerns identified by the residents, which would have likely been overlooked otherwise. It is hoped that this process will contribute to building the trust of all residents in the local government and lead to more ideas vis-à-vis disaster reduction in the area.

DRRM Office of Barangay Humilog staff discussing reports received through CheckMyDisasterRisk. © Tran Trang 2016 (Photo: Tran Trang)

Despite these achievements, it is crucial for all stakeholders to keep in mind that, for any participatory technology project, "a tool is just a tool". A platform alone does not produce change – community members, the local government and other stakeholders must be engaged in its use. It is citizen engagement that allows for an increase in the common understanding of the risks faced by residents. Based on an evaluation survey for the CheckMyDisasterRisk platform, DRRM staff, individuals from the target groups and other users found that the reporting system helped them identify new risks and understand the specific risks that marginalized groups face. However, citizen engagement is not achieved overnight and it has been important to keep the DRRM Office staff engaged in the use of the CheckMyDisasterRisk and GeoNode platforms in the early phases of their adoption. Encouraging community members to actually use the products was key: to this end the Open Inclusive DRR Project team provided a small group of early adopters with support until the technology became familiar to a critical mass of residents. This group of supported users submitted almost all of the reports in the initial phase. It was also important to ensure that all stakeholders understood that launching the online platforms and collecting and disseminating open data are not the main objectives of the Project: building the platforms is just a step towards involving socially vulnerable groups in disaster governance.

Involving migrants in decision-making in particular requires the commitment of young community members, the local government and NGO staff that routinely work with migrants. Involving youth, such as young community members with a migrant background, but also lesbian, gay, bisexual and transgender persons and physically disabled individuals, is especially important for the DRR technology to be successful. To this end, after the launch of the platform, the Open Inclusive DRR Project supported the staff of the DRRM Office of Barangay Humilog in conducting a workshop for the youth of the barangay on reporting disaster risks. The participants quickly learned how to use the platforms, then walked around the neighbourhood to identify risks and practice reporting. Within 45 minutes, three teams submitted a total of 16 different reports. After returning to the training room, they presented their findings to the other participants. Since the workshop, they have continued to report disaster risks and have supported their neighbours to use the system.

Young community members reporting from the field. © Tran Trang 2016 (Photo: Tran Trang)

In addition, involving the local government is key to achieving citizen engagement for inclusive DRR. To this end, it is important to integrate the Project into ongoing community development activities. In this case, the local government already had a development strategy to use open data to collaborate with individuals from outside the barangay (as well as outside the region), NGOs, academic institutions and the private sector. As this Project fitted within existing development plans, the government had the incentive to collaborate and therefore strongly supported the use of the platforms. The Project also supported capacity-building of the staff of the DRRM offices of Barangay Humilog and the Municipality of Remedios T. Romualdez on the operation of the platforms, which strengthened their understanding of how to use them and motivated them to do so.

Conclusions and recommendations

Participatory technologies and use of open data can be ways to address the invisibility of migrants and other socially vulnerable groups and to better involve them in disaster risk governance. The household surveys for the Project show that, through the use of these two platforms, staff from the DRRM offices of Barangay Humilog and the Municipality of Remedios T. Romualdez and community members increased their awareness of hidden risks and factors of vulnerability in their community.

Based on the study findings and the lessons learned from the Project, it is recommended that similar projects be implemented, based on the following actions:

- Share the "a tool is just a tool" concept among stakeholders at the onset of the project;
- Involve youth as promotional leaders of participatory technology projects;
- Enhance the local community's ownership of the platforms by having the host community plan the operation and the promotion of the tools after their launch;
- Analyse the human resource availability and workflow of the host DRRM office to ensure sustainability before launching the project;
- Involve local government by integrating the project into its stream of development and administrative capacity-building.

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The Diversity Advantage Is the Answer
How Local Partnerships and Engagement Contribute to Disaster Risk Reduction

Kseniya Khovanova-Rubicondo[1] and Akiyoshi Kikuchi[2]

Introduction: The diversity advantage

Today, as many governments around the world are more and more often challenged with the task of including migrants in disaster risk management, the diversity advantage is viewed as one of the ways to do so in order to reduce the negative impact of natural or technological hazards.

An element that can make the communities hosting large numbers of migrants more vulnerable to disasters is the presence of unregistered individuals, who may deliberately avoid local authorities out of fear of being expelled. Such individuals may reside unnoticed in a community for a long period of time. Given that these people are invisible to local authorities, the latter might not plan for communicating information in their language or making available sufficient resources, transportation and shelter options to assist them in a disaster. This situation raises the disaster risk for the whole community, not only for unregistered migrants.

The diversity advantage approach can help to address this situation and build communities where no one goes invisible. The essence of the diversity advantage is in considering ethnic (or cultural) diversity as a benefit for a community and in engaging migrants in its social and economic life. This is done by establishing partnerships between local administrations, civil society organizations, local and migrant leaders, activists and volunteers for the purpose of opening a dialogue, building official or unofficial networks for natives and newcomers based on reciprocity, trust, respect, acceptance, understanding, freedom, and willingness to cooperate and to live together peacefully.

This approach has been the most broadly developed through the Council of Europe's Intercultural Cities (ICC) Programme, which regards diversity not as a threat but as a benefit to the city community, for natives and migrants alike. Interculturality is an approach to cultural diversity that goes beyond equal opportunities and respect for existing ethnic and cultural differences to the pluralist transformation of urban public space. In practical terms this means recognition of the importance of different cultures and the right of people of different cultures to participate in building a common identity that is defined by diversity, pluralism, and respect for human rights and fundamental freedoms. Recognizing diverse cultures involves not only openly embracing diversity in official discourse and communication but also adapting institutions to diverse participants and users, making sure that they are open and flexible enough to innovate on the basis of inputs from different cultural origins. Since 2008, the ICC Programme has been working to assist member cities of its international network to review their policies through an "intercultural lens" and to develop comprehensive intercultural strategies to help manage diversity positively and to realize their diversity advantage. The Programme provides a set of analytical and practical tools to help local administrations and stakeholders through the various stages of the process.

Sendai castle ruin © SenTIA.

[1] Evaluation Expert and Adviser, Intercultural Cities Programme, Council of Europe.
[2] Multicultural Society Coordinator, Institute for Multicultural Society Professionals.

An example from Bergen, Norway

The intercultural city of Bergen offers a living example of how the diversity advantage approach works in practice; it shows how the approach helps to create a communication circle within the community, involving everyone, including newcomers and migrants, and allowing for no one to be "invisible".

Bergen authorities have long realized the importance of local partnerships and active community engagement for ensuring safety and peaceful coexistence in the city. Through such partnerships, relevant institutions contribute the necessary resources to ensure that — in official or unofficial ways — all residents, including newcomers, receive the information that is most appropriate to their needs (regarding, for instance, available services, opportunities, legal infrastructure and risks). These efforts also allow for the establishment of two-way communication channels with all of them — residents and newcomers alike. Partnerships with a variety of local actors — including charities, non-governmental organizations, migrant and religious leaders, local activists and volunteers — have helped the city to take a proactive approach and design a long-term comprehensive outreach strategy for the newcomers, regardless of whether they are migrant workers, foreign students, travellers, refugees or asylum seekers. Under this strategy, migrants' interests, skills and competencies are explored, and mapping of local community resources is carried out to find the best fit for the newcomers in terms of their lifestyle, interests, and professional and leisure activities in the new neighbourhood.

The Norwegian Red Cross has its office in Bergen; it cooperates closely with the city of Bergen, complementing the city public services with volunteer work. Through its Refugee Guide programme, it engages Norwegians willing to meet migrants of different age groups. If a good contact is established and interests are shared, a Norwegian can commit to spending up to nine months guiding the newcomer through various aspects of community life. By learning about the host community from a native, migrants and foreigners become acquainted with local rules, social norms and values, and establish new networks, which helps them to engage and participate in the life of the host community.

The Street Mediators initiative, supported by local authorities, is of particular value for disaster risk reduction in communities with unregistered migrants. The mediators are trained volunteers who regularly observe the physical and social environment of city neighbourhoods when communicating with people of different age groups, interests and origins in the streets. In this way, the mediators, who are sociable and communicative individuals, act as a "social eye" of the city, establishing informal networks with its residents. Their goal is to have a better understanding of how many people live in each neighbourhood, what their interests are, and how many of them the city would need to assist in case of a disaster, rather than to report to the police or to denounce anyone. The mediators provide the city administration with regular feedback.

© Geir Halvorsen — Central Bergen (CC BY-NC-SA 2.0).

An example from Sendai, Japan

Sendai City © SenTIA

Sendai is not currently a part of the ICC Programme network, but implements similar initiatives through the Sendai Tourism, Convention and International Association (SenTIA), a public intermediate organization established by Sendai city administration with the aim of promoting international exchange and of supporting residents with a migration background. SenTIA supports a wide range of projects, including organizing Japanese language courses for foreign residents, promoting intercultural education in school curricula and supporting non-native Japanese children.

In 2015, the Sendai International Relations Association (SIRA) merged with the tourism bureau to form SenTIA. SIRA/SenTIA has also been supporting disaster risk management efforts targeting foreign residents in Sendai. For example, it has been organizing a system for recruiting and for coordinating the Multilingual Disaster Support Volunteers programme since 2000. It is a system that was developed as a follow-up to the 1978 Miyagi-ken-oki Earthquake, which struck the coastal area of the Miyagi Prefecture and caused severe damage in Sendai. In 2010, in preparation for the potential occurrence of a major earthquake, Sendai city officials entrusted the management of its Multilingual Disaster Support Center to SIRA. The aim of establishing the center was to provide disaster-risk relevant information for foreigners in a few languages while collaborating with Sendai native and foreign residents, groups and organizations. These relationships were developed in a daily local community life.

It was in the aftermath of the disastrous Great East Japan Earthquake in March 2011 that the efforts of SIRA paid off. With the support of many volunteers and organizations, the Center handled 1,112 inquiries over 51 days and provided disaster-related information in English, Chinese, Korean and “Easy Japanese”. The inquiries included requests for information by foreign nationals’ family members and home country authorities regarding the safety of the foreign nationals in the area, as well as by the foreign nationals themselves on the available evacuation options from the Tōhoku region. The inquiries also included requests for information on the nuclear accident in Fukushima and on when basic infrastructure would be restored. The locally built networks and close bonds developed in the community between local and foreign residents allowed SIRA to operate the Center effectively even immediately after the earthquake.

Working along the lines of the diversity advantage and community engagement, in October 2011, SIRA launched the Multicultural Dialogue and Collaboration for Disaster Prevention Initiative. Academic researchers, Sendai city officials, community leaders and foreign residents joined the dialogue. This project was aimed at reviewing and improving regional disaster prevention programmes from an intercultural point of view, based on the experience of the 2011 disaster.

Before the 2011 earthquake, SIRA disaster prevention trainings had been focused on providing foreigners with information on how to make emergency telephone calls and how to extinguish fires. An open dialogue with foreign residents revealed instead that for them it was much more important for the local communities to know how to cooperate with local residents in emergency situations. This reconfirmed SIRA’s agenda and conviction that there is a need to involve foreigners as community members in disaster risk prevention and to create opportunities for both Japanese and foreign residents to meet each other, establish good contacts within the community and build networks. In this way, they would learn about each other’s commonalities and differences, thereby increasing their ability to count on one another in critical situations.

Conclusion

These examples from a European and a Japanese city demonstrate how the diversity advantage approach can be applied for community members to benefit from of an engaged and cooperating community, where local partnerships, open dialogue and networking between foreigners and locals form a solid basis for disaster risk reduction and management. These experiences offer a few concrete recommendations for city administrators and policymakers.

Recommendation 1: Create open dialogue opportunities for all members of the community and build official and unofficial networks that would propel them to actively engage in local community life. The cases from Bergen and Sendai show that, if administered with competence, the positive management of diversity can work in very different geographical contexts. The role of city authorities should not be underestimated in this process, as their effective leadership in engaging with local organizations, actors and community members by way of establishing partnerships with civil society, private organizations, and migrant and volunteer groups is a precondition of successful disaster risk reduction and management.

Recommendation 2: Use the diversity advantage techniques (local partnerships, and involvement of activists and citizens) to ensure comprehensive outreach, and the sharing of relevant skills and information with all community members, including migrants and foreigners, making them less vulnerable to hazards and reducing the hazards' negative impacts. These approaches certainly require resources and commitment from the community leadership. Understandably, city administrators and public servants also need a certain degree of competence to be able to cope with potential challenges related to the implementation of this approach.

Recommendation 3: Allocate human, financial and other necessary resources to pursue effective partnerships and collaboration with community groups and organizations. When the diversity advantage becomes the philosophy of a city administration and a cornerstone of its policies, its benefits for the community become obvious.

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www.coe.int/en/web/interculturalcities/bergen

City of Bergen
www.bergen.kommune.no/

Red Cross Bergen
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Multicultural Disaster Prevention
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We Are Human Too! Concern Worldwide's Efforts to Reduce Risks for the Homeless Migrants of Dhaka, Bangladesh

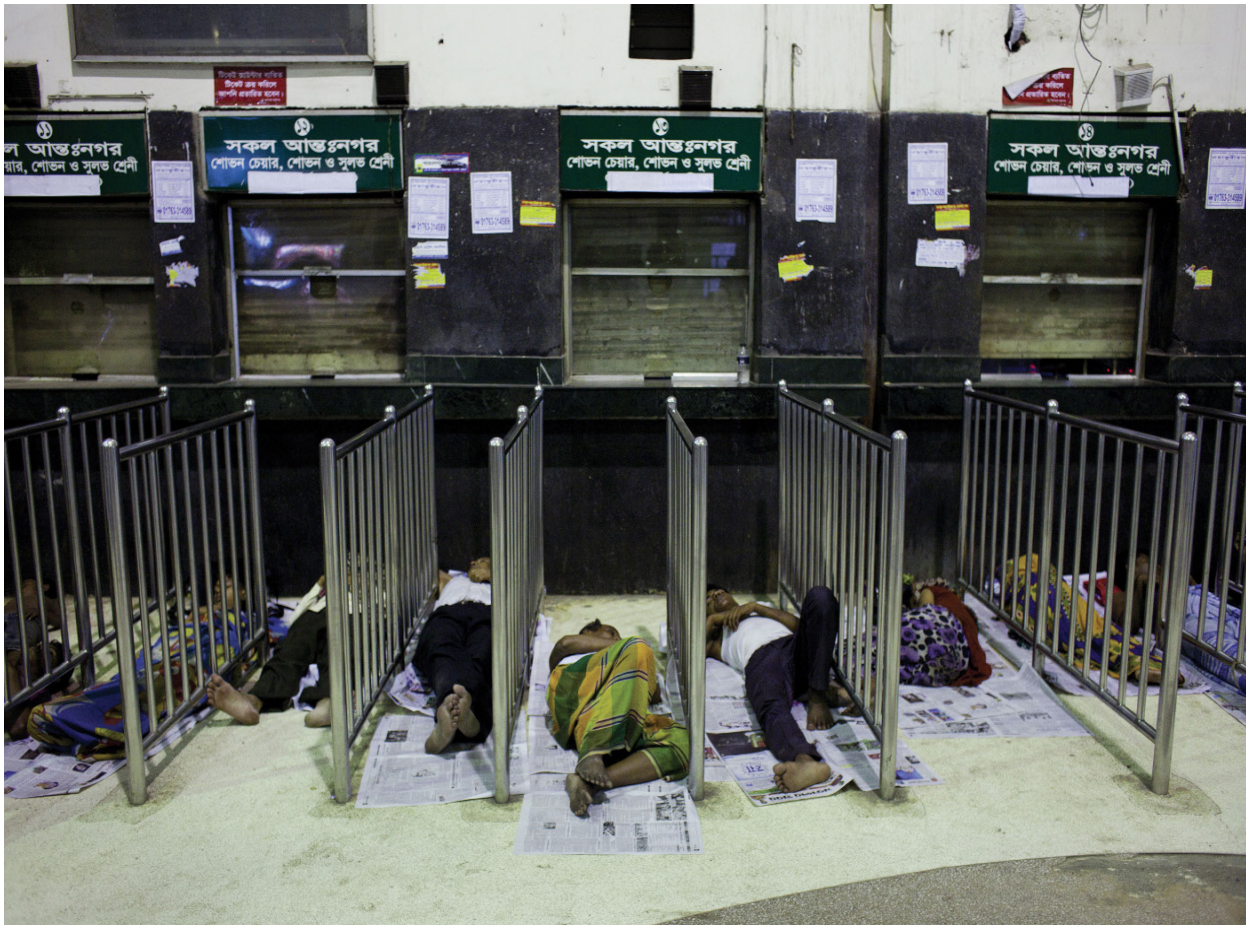
Aaron Clark-Ginsberg[1] and Dom Hunt[2]

Amena and her daughter, Ishma, get ready to go to sleep on the streets of Panthakja, Dhaka. Their crude shelter offers little in the way of protection. © Concern 2016 (Photo: Abbie Trayler-Smith)

At least 112,000 men, women, and children currently live on the streets of Bangladesh, including in Dhaka, the country's burgeoning capital. Many have migrated from the countryside in search of a better life, often fleeing extreme poverty exacerbated by daily disasters such as erosion and salinization of agricultural lands. Arriving in the city destitute and without the skills to secure a good job, they cannot afford even basic accommodation in slums or squats, so end up settling on the streets. Without a home for protection, these pavement dwellers face risks related to physical and sexual violence, kidnapping and enslavement, and natural hazards including heat and cold waves, storms and floods. As illegal settlers, the pavement dwellers are under constant threat of eviction. With little money and no home, accessing clean water and a hygienic space to cook food is challenging, so diseases are common. Without a permanent address, it is not possible to secure birth registration certificates or national identity cards. When lacking these documents, pavement dwellers cannot access basic services such as education and health care, or open a bank account.

[1] Aaron Clark-Ginsberg is a postdoctoral researcher at Stanford University. Contact: **clarkginsberga@gmail.com**

[2] Dom Hunt is Disaster Risk Reduction Advisor at Concern Worldwide. Contact: **dom.hunt@concern.net**



Pavement dwellers sleep in the Kamalapur Railway Station in Dhaka. © Concern 2016 (Photo: Abbie Trayler-Smith)

Marginalization and invisibility underpin these risks. Pavement dwellers live on the streets, often without a roof over their heads, and, without official documents, they are effectively invisible to the government. Living on the streets also carries a social stigma, with the perception that pavement dwellers are in some way less than human.

Because pavement dwellers experience such high levels of risk, urban migration is little more than a survival tool and rarely a means of escaping poverty. Surveys have found that pavement dwellers spend an average of 6 years on the streets, and some families have lived on the streets for upwards of 40 years – enough time for children to grow up and have children of their own.

Concern Worldwide's work with pavement dwellers

Concern Worldwide, a humanitarian non-governmental organization operating in over 25 countries with the aim of eliminating extreme poverty, has been working with pavement dwellers in Dhaka since 2008. Concern was the first organization to engage directly with pavement dwellers on a large scale, and did so after its analysis revealed the extent of poverty and deprivation the pavement dwellers were facing. Its flagship project is called Amrao Manush, which translates to "We Are Human Too". The project targets 10,000 pavement dwellers, addressing both the immediate risks associated with living on the streets and the underlying factors forcing people to live with risk.

Addressing immediate risks through basic service provision

Concern has established 10 pavement dweller centres (PDCs) in Dhaka. They are places where pavement dwellers can access basic water, security, health, education and livelihood support services. PDCs are the frontline for providing support. As the table illustrates, these centres offer a diverse array of services.

Table 1: Services provided through pavement dweller centres

Health	Livelihood support	Other services
Health referrals	Savings and loans	Night shelter
Psychosocial counselling	Entrepreneurship/vocational training	Resting and cooking space
Paramedic services	Life skills training	Lockers
Bathing facilities	Adult education	Day care
	Formal education referrals	Birth registration

Source: **Authors' elaboration.**

Many of the services are focused on protection. Lockers and savings schemes both offer secure ways to store assets to which pavement dwellers would not otherwise have access. PDCs also offer day care, resting space and night shelter services that women and children can use. Concern also provides a number of health interventions at the PDCs. All PDCs offer a supply of fresh, clean water as well as bathing facilities, and many have kitchens that provide a hygienic space for cooking food. Each centre has trained staff with medical knowledge who can provide first aid, and some centres provide more advanced health services such as offering essential medicines and family planning. Efforts to offer a way out of homelessness and risk include grant and loan programmes, adult education, and vocational and entrepreneurship training.

Moni selling vegetables at Karwan Bazar market. The business was started after she received a grant from Concern. Her two children, Shila and Monir, stay at a pavement dweller centre while she is working. © Concern 2016 (Photo: Abbie Trayler-Smith)

Addressing underlying risks with advocacy

To address inequality, marginalization and other underlying factors shaping risk, Concern also engages in advocacy across multiple levels, aiming to make pavement dwellers more visible and better able to engage with institutions. Concern works with local community members and police to reduce discrimination and risks of violence and eviction. The organization also works with government officials at the municipal and national levels to improve the recognition of pavement dwellers. For example, with Concern's support, in 2013 the All-Party Parliamentary Group on Extreme Poverty and Urban Pavement Dwellers of the Bangladesh Parliament released a report entitled "Parliamentarians can make the difference: Pavement dwellers' right to survive", which is designed to help members of parliament understand the challenges pavement dwellers face. Additionally, to help pavement dwellers secure formal recognition by government institutions, Concern conducts a monthly census of pavement dwellers to provide information on their numbers, which gives an idea of the scale of homelessness in the city. It has also been given permission for pavement dwellers to use PDCs as their permanent address for registering birth certificates and national identity cards. Once pavement dwellers have these forms of identification, they can access basic services – this is perhaps the most critical component of Concern's interventions.

This work has taken time. When Concern started *Amrao Manush*, pavement dwellers were wary of Concern, landlords would not rent buildings to be used as PDCs, and there was little support for pavement dwellers within the government or even recognition that pavement dwellers existed. However, over the years and through careful and continuous engagement with central stakeholders — from the government to the private sector to the public — Concern has helped break down these barriers and establish trust between parties, without which there would be no PDCs and therefore no places to use as permanent addresses.

Concluding discussion and key lessons learned

Cities in developing countries continue to grow rapidly, partly due to rural–urban migration. Many migrants arrive in cities fleeing violence, natural disasters, environmental degradation or economic decline, and are extremely poor. They are often forced to settle in spaces where they are invisible to formal institutions and exposed to numerous risks. For some, cities become places where poverty is all but impossible to escape. Of the pavement dwellers receiving Concern's support, however, 47.8 per cent are no longer living in extreme poverty. This suggests that cities do not have to be poverty traps, and that extremely poor migrants can move out of poverty if there is a combination of services addressing immediate risks and broader institutional approaches to address the structural factors that give rise to risk.

The *Amrao Manush* project shows that improving the visibility of urban migrants is a critical part of reducing risks. The pavement dwellers were hidden within Dhaka's complex urban environment, dispersed throughout the city and without documentation to engage with government structures. Concern was able to "see" this group only once it had conducted a thorough analysis of urban poverty and vulnerability. The organization's monitoring and surveillance added further visibility, and its advocacy helped others to look in the right direction. Registration and documentation gives pavement dwellers the ability to engage with the government as dignified rights holders.

The project also shows how important it is to address both natural and social hazards in urban contexts, including violence, discrimination and marginalization. Man-made shocks can be daily occurrences in Dhaka, preventing pavement dwellers from accessing the crucial resources needed to engage in a satisfactory urban life. Although such risks are often not recorded, their aggregated impact is substantial. Risk reduction efforts should pay attention to the various forms of human derived shocks and stresses, which need to be recognized as important drivers and maintainers of extreme poverty and vulnerability.

Amrao Manush also shows the importance of long-term multi-stakeholder engagement in risk reduction. Concern established trust among key stakeholders over a period of years, not weeks or months. The organization has also approached risk reduction holistically, intervening in the multitude of economic, social, political and health processes that shape risks, and working at multiple levels, from the community to the national level. This broad approach is critical to address the multifaceted nature of the risks that pavement dwellers in Dhaka face.

Despite these improvements, thousands of pavement dwellers still live on the streets of Dhaka. Concern staff describe the need to scale up certain services, notably the provision of larger livelihood start-up grants and more livelihood training. There is a lack of resources to provide additional protection support for adolescent boys, who face risks similar to those faced by adolescent girls. Currently, only women and children can be accommodated overnight in the PDCs. Pavement dwellers also still face discrimination and there remains a stigma associated with living on the streets. Outreach and advocacy efforts must continue over the long term.

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Resilient Together: Engaging the Knowledge and Capacities of Refugees for a Disaster Resilient Illawarra

Shefali Juneja Lakhina and Christine Eriksen[1]

Context

Over the past decade, Australia's national policy priorities, institutional objectives, guidelines and programmes have demonstrated a growing acknowledgement of the need to implement inclusive disaster resilience approaches that foster social cohesion and strengthen community resilience.

From 2006 to 2010, the Inclusive Emergency Management with Culturally and Linguistically Diverse (CALD) Communities programme of the Attorney General's Department engaged various emergency management agencies and CALD community organizations in eight Jurisdictional Community Partnership projects across Australia. Through local workshops, school and educational resources, and community volunteerism support, the programme demonstrated the importance of engaging with CALD communities through the principles of participation, partnerships, respect and resilience.

In this context, state and local emergency management agencies in New South Wales (NSW) have aimed to provide equal access to emergency information and services by making multilingual risk information and preparedness trainings available to CALD communities.

However, three gaps remain in current outreach and engagement efforts with CALD communities in NSW, which the Resilient Together project aims to address.

First, while the need for dedicated community services and integration support for refugees is generally well understood due to their history of fleeing persecution, undertaking perilous journeys, coping with the fragmentation of families and experiencing alienation, once resettled in host communities, refugee households remain largely unengaged by cross-sectoral community resilience planning initiatives. In the coastal region of the Illawarra, many refugee households have prior experience living with multiple hazards in a range of crisis contexts. The Resilient Together research project examines how refugees' diverse translocal experiences and intergenerational capacities contribute to ongoing community resilience efforts in the Illawarra.

Second, the culturally diverse knowledge and experiences of disaster resilience among refugee households remain largely unknown and untapped. While psychosocial work with children, adolescents, adults and families now routinely includes an assessment of how cultural factors contribute to social and emotional well-being and personal resilience, local emergency management agencies are yet to fully integrate an understanding of cultural narratives in strengthening community resilience. This research project examines culturally diverse forms of knowledge, beliefs and everyday practices for disaster resilience among refugee households in the Illawarra.

Third, most community engagement models implicitly restrict learning to a one-way flow of information in an effort to disseminate risk information and organize workshops to train CALD community representatives in disaster preparedness, response and recovery. Such information dissemination and training approaches can be combined with a more participative, reflective and empowering "community of practice" approach that allows diverse communities and local agencies to co-learn disaster resilience strategies and practices. This research project analyses the social, economic and institutional processes that enable and challenge culturally diverse ways of learning and practicing disaster resilience in the Illawarra.

[1]Australian Centre for Cultural Environmental Research, University of Wollongong. Corresponding author: Shefali Juneja Lakhina. Contact: **juneja.shef@gmail.com**

The Resilient Together project

Methodology

The Resilient Together project has been designed as part of the corresponding author's PhD research (2016-2019) at the University of Wollongong in Australia. The project has developed a participatory methodology which relies on a combination of visual (mental maps, drawings, photographs), affective (objects, artefacts) and oral (storytelling, myths) narratives to facilitate semi-structured interviews and focus group discussions with 25 refugee households in the Illawarra.

The methodology will enable refugee households and local institutional partners to:

- Understand how refugees' translocal and intergenerational experiences can contribute to community resilience;
- Identify the culturally diverse forms of knowledge, beliefs and everyday practices of disaster resilience among refugee households;
- Analyse how multi-scalar social, economic and institutional processes enable or challenge refugees' diverse ways of knowing and practicing disaster resilience.

The findings from the interviews and focus group discussions will contribute to the development of a resilience narrative map at a community workshop to mark the International Day for Disaster Reduction in October 2017. The map will showcase refugees' translocal experiences, intergenerational capacities, cultural beliefs, knowledge and practices for disaster resilience. The map will be exhibited alongside Wollongong's Migration Public Art Project and in Wollongong city libraries in 2018. Local partners will implement project recommendations in 2018 to enable an inclusive participatory learning approach to disaster resilience in the Illawarra.

Partners

Advice and assistance for the project are being provided by an advisory panel consisting of local refugee representatives, the Wollongong City Council, the NSW Rural Fire Service, Illawarra Multicultural Services, and the Multicultural Communities Council of Illawarra. The NSW State Emergency Service, Multicultural NSW, other city councils in the Illawarra region, local faith-based institutions, local and regional civil society organizations and the International Organization for Migration will observe the research process and the outcomes for wider adoption as applicable. The project is funded by a 2017 Community Resilience Innovation Program grant from the NSW Office of Emergency Management and in-kind contributions from the University of Wollongong and the Wollongong City Council.

The view from Sublime Point look out over looking the towns of Thirroul and Wollongong. © Adam.J.W.C. (CC BY 3.0)

Expected outcomes

Recognition of refugee knowledge and capacities

The project's methodology is expected to empower research participants and, more broadly, the refugee community by instilling confidence in their own diverse ways of learning and practicing disaster resilience and enabling them to apply this knowledge for community-wide disaster resilience benefits in the Illawarra. The resilience narrative map will showcase refugees' culturally diverse narratives of resilience in the form of a public exhibit.

Greater integration with the wider community

The host community will benefit from understanding the refugee communities' diverse knowledge and capacities for disaster resilience, thereby increasing their reliance on refugees in preparing and responding to emergencies, as well as strengthening social cohesion through a commitment to shared responsibility.

Engaged emergency services

The local emergency services will benefit from deeper engagement with refugees and learning from their diverse knowledge and capacities, volunteerism from the refugee community, more relevant information and communication materials, greater community engagement in risk awareness and preparedness trainings, and the development of more inclusive community resilience plans. The project's recommendations will inform the plans of the Local Emergency Management Committee in 2018.

Cross-sectoral community resilience planning

The Wollongong City Council, multicultural community services and faith-based institutions will benefit from facilitating the refugees' visibility, reliability, inclusion, cohesion with, and integration into community resilience plans and initiatives. The project's recommendations will inform the Wollongong City Council's Community Strategic Plan in 2018. The Wollongong City Council, with support from the project's advisory panel members, other relevant local agencies, the research participants and the local refugee community, aims to integrate the projects' participatory methodology in community-wide resilience planning, in preparation for annual disaster resilience workshops, with a focus on enabling local agencies to co-learn disaster resilience strategies with refugees.

Community of practice for co-learning disaster resilience

In 2018, the project is expected to result in the creation of a multi-scalar and cross-sectoral "community of practice for co-learning disaster resilience" programme to sustain regional coordination and planning for a disaster resilient Illawarra.

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Multilingual Disaster Support Volunteer Training in Japan: Participant Observation of Methods and Practice in Toyama Prefecture

Szymon Parzniewski[1] and Jenny Phillimore[2]

Activities during a Multilingual Disaster Support Volunteer Training. © Parzniewski (Photo: Parzniewski)

Introduction

Japan has a long history of working to mitigate the effects of natural hazards and over the last decades has increasingly looked at including foreign residents in such efforts, particularly at the municipal level. The 1995 Great Hanshin-Awaji earthquake taught administrative authorities key lessons about diversity and multiculturalism, as it revealed the need to provide migrants with disaster information and support. Five days after the event, local grass-roots organizations in the Kansai area (Rights of Immigrants Network in Kansai, Asian Friend, Asian People Together and Warabora) established the Foreigners' Earthquake Information Center in order to provide foreigners residing in affected areas with basic information. It later became the Center for Multicultural Information and Assistance, offering counselling and community services to migrants. In its 2012 report on improving assistance for foreign residents during disasters, the Council for the Promotion of Multicultural Coexistence of the Ministry of Internal Affairs and Communications highlighted the key role of training and recruiting multilingual volunteers. Local organizations promoting international exchange activities, many of which are affiliated with local governments and the Council of Local Authorities for International Relations, a Japanese governmental agency focusing on international exchange, expressed increasing levels of interest in disaster-related training and sought to implement them as part of their local disaster risk reduction efforts.

[1] PhD doctoral researcher at the University of Birmingham, United Kingdom. Contact: **s.parzniewski@gmail.com**

[2] Director of the Institute for Research into Superdiversity (IRiS) and Professor of New Migration and Superdiversity at the University of Birmingham, United Kingdom. Contact: **j.a.phillimore@bham.ac.uk**

In particular, the plan of the Toyama International Center (TIC) for the 2017 fiscal year includes four action points on disaster-related training:

1. Increasing awareness of migrants' needs among non-migrants, enhancing cooperation between local residents and the local governmental agencies working with disaster prevention and response throughout the region, and using language-related training to help migrants understand disaster-related key phrases in various languages (including in simplified Japanese).

2. Strengthening cooperation among local government agencies involved in emergency response by improving the knowledge and capacities of local government officials in the international affairs section, and exploring ways to provide foreign residents with basic information during emergencies in various languages (including in simplified Japanese).

3. Enhancing cross-prefectural government cooperation on disaster training and multilingual volunteer exchange, based on a 2013 agreement between the prefectures of Toyama and Ishikawa. The events following the 2011 great east Japan earthquake and tsunami were the motivation for this agreement. Fukui Prefecture joined the initiative this year and plans to host an event for officials and volunteers from Toyama and Ishikawa.

4. Setting up and operating a multilingual disaster information centre (MDIC). In a joint effort with volunteers and related organizations, MDIC staff provide necessary information to disaster-affected non-Japanese residents in foreign languages. For instance, in response to the 2011 great east Japan earthquake, the city of Sendai set up an MDIC. During its 51 days of operation between 11 March and 30 April, the MDIC responded to 1,112 inquiries.

This chapter focuses on the intervention carried out in 2016 in support of the fourth area for action listed above. It reports on the structure, aims and activites of multilingual disaster support volunteer (MDSV) training to support the establishment and operation of an MDIC. MDSVs offer support to foreign residents in the event of disasters. Their responsibilities include translating and interpreting disaster information at designated refuge areas; responding to telephone enquiries in foreign languages; providing information via radio broadcasts, e-mail and social media platforms; and visiting temporary refuge centres with high numbers of non-Japanese residents to gather and provide information. The information provided in this chapter was collected using a participant observation methodology, which enabled the identification of key training procedures, rules of behaviour and the development of understanding about the context, breadth and complexities of volunteers' experience during the training.

Multilingual disaster support volunteer training

MDSV trainings are not standardized and therefore their content and delivery vary across different prefectures. The training discussed herein took place at the Ishikawa Prefecture Firefighters Academy on 31 July 2016 and was organized by TIC and the Ishikawa Foundation for International Exchange as part of the above-mentioned programme for MDSV exchange during disasters with cooperation between the Toyama and Ishikawa prefectures. This specific training was delivered with the support of a facilitator from the Resource Center for Multicultural Community Tokai, a non-profit organization registered in Nagoya. Since 2013, TIC has designed and run MDSV trainings on four occasions, producing materials in English, Chinese, Korean, Russian, Portuguese and simplified Japanese. TIC advertises its activities on its website and in a monthly e-mail newsletter.

Approximately 25 individuals participated in the training on 31 July 2016. They were divided into five groups of four to five people, each representing a different MDIC tasked with specializing in one language. The participants were from various backgrounds: Japanese nationals (including local social activists, people "exposed to foreign cultures" or married to a foreign national, and retirees); and people with a migration background.

Objectives

The main objectives of the training include enabling the participants to:

- Deliver basic information to migrants in their own languages during the first hours after an emergency.
- Inform migrants about MDIC rules and the functioning of temporary refuge centres.
- Spread disaster awareness in multiple languages and further migrants' basic understanding of disaster.

The overall aims of the training are to strengthen grass-roots responses to disaster and to encourage participants to register as MDSVs. Participants can register by filling out an application form after the training. In periods when there are no disasters, volunteers are typically asked to help facilitate local disaster prevention drills (including those for non-Japanese residents), participate in trainings, and offer interpretation and translation services.

Training structure

1. MDIC activities and practices

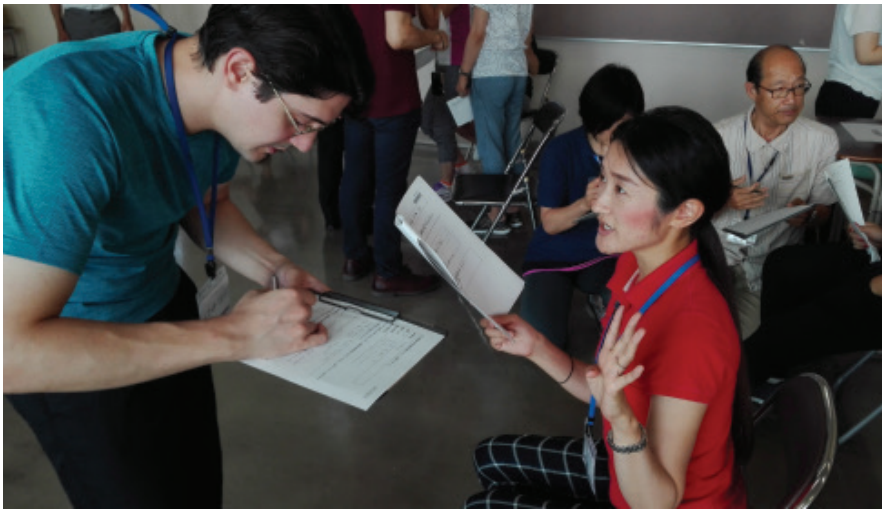
The first section of the training includes four group activities on preparing the swift establishment and effective operation of an MDIC.

First, participants receive a map with the contours of the prefecture where the disaster occurred and are tasked with locating and naming all of the districts. The exercise familiarizes participants with the location of affected inhabited areas and districts within the prefecture as well as the neighbouring districts.

Second, participants are given a spreadsheet with statistical information about registered migrants, including their nationality and city of residence. The exercise enables them to determine the approximate location of migrants in relation to affected areas.

Third, participants are asked to identify the five most common language groups, based on information about the number of registered foreign nationals in affected areas. The purpose is to ensure swift and widespread delivery of information.

In the final activity, participants receive training on filtering and translating information for, and delivering information to, migrants. In case of a disaster the MDIC receives key information on the situation and alerts and warnings that must be delivered to migrants. Participants are provided with a basic information sheet and tasked with translating different sections and generating a short, accessible communiqué that can be presented to migrants seeking refuge in the temporary shelter (see the box for more details). In order to make information more accessible, each of the five groups of participants is also requested to prepare phrases and signs with information about the behaviours and conditions appropriate in a temporary refuge centre.



Interviews during a Multilingual Disaster Support Volunteer Training. © Parzniewski (Photo: Parzniewski)

2. Simulation of a temporary refuge centre

The second section involves a mock visit to a designated refuge centre with high numbers of non-Japanese residents. The participants take part in activities to practice communicating with distressed migrants and providing and collecting basic information. Each of the five groups participates in the simulation both from the perspective of a foreigner seeking advice and from the perspective of an MDSV providing help. To play the role of the migrant, each participant receives a mock biography with background information, questions and requests. Role playing allows participants to practice different responses to issues faced by migrants.

Pre-prepared information signs are positioned on the walls of the training room to provide the migrant role players with basic facts about the emergency. The MDSV role players report to a senior leader, who provides supervision, advice and feedback throughout the process. The training highlights the importance of body language in comforting individuals and ways of collecting necessary information from a person in distress. Volunteers are trained to avoid approaches implying superiority and to act in an open manner with dignity and respect.

Suggestions and good practices

The Japanese experience indicates that the swift establishment and effective operation of an MDIC is vital in reducing migrants' vulnerability in disasters. This chapter highlights practices taught during training that can enable MDSVs to work effectively.

Well-structured participatory activities are fundamental to providing disaster prevention training for multilingual volunteers. The most important features include:

- Using scenario building and hands-on activities, which help volunteers to identify effective responses to support migrants in a disaster;
- Providing positive learning environments and space for participants' imagination and reflexivity, and generating educational practice-oriented experience based on "learning-by-doing";
- Ensuring sity among participants, including in community background and level of disaster experience;
- Offering opportunities for participants to share ideas and concerns through a debriefing session at the end of the training.

Mock information sheet

Basic information on the earthquake
(as of 10 a.m. on 31 July 2016)

- **When it happened**
  (time, day, date)
- **Earthquake intensity**
  (Japanese scale)
- **Magnitude**
- **Location**
- **Confirmation of set up of disaster response headquarters (only during significant emergencies)**
  (exact time, day of the week, date)
- **Damaged buildings**
  (number of houses or key infrastructure completely demolished)
- **People affected**
  (number of dead, number of injured, including information on minor injuries if available)
- **Evacuation shelters**
  (number of places, number of evacuees)

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Empowered Action during Disasters: Disaster Preparedness among Migrant Farmworker Communities in the United States

Konane M. Martínez[1] and Arcela Núñez-Álvarez[2]

Introduction

During and immediately following the wildfires that ravaged southern California in October 2007, migrant farmworkers there faced pronounced barriers to information, resources and recovery, which negatively impacted an already socio-economically vulnerable community. In the wake of this disaster, the Farmworker CARE (Collaboration/Communication, Advocacy/Access Research/Resources and Empowerment/Education) Coalition assessed and mitigated the impact of the fires upon the migrant farmworker community at the same time as building the capacity of the Coalition and community to respond more effectively in future disasters. This chapter highlights the challenges and lessons learned during and following the disaster and shares the Coalition's experience and strategies used in the development of a disaster preparedness plan specific to migrant farmworker communities in the United States.

Migrant farmworkers, mostly from Mexico, make a significant contribution to the over USD 30 billion agricultural industry in California, yet these communities live in poverty, have limited access to health care and health insurance, and largely underuse public service benefits that they may be qualified to receive. In the United States–Mexico border region, migrant farmworker health is further hindered by the strong presence of Immigration and Customs Enforcement vigilance, which shapes daily life for undocumented migrants. The impact of this presence (the "migra" in the slang used by Mexicans) cannot be understated. Fear of deportation follows migrants like a shadow — people avoid travelling outside their homes unnecessarily and know that even a quick walk to drop off a child at school might result in being arrested. This enforcement, combined with poverty, anti-immigrant sentiment, and political and social exclusion, has led to pronounced health disparities for migrant farmworkers in the region.

A meeting of the Farmworker CARE coalition. © Martinez

[1] Associate Professor of Anthropology and Chair, Anthropology Department, California State University San Marcos. Contact: **kmartine@csusm.edu**
[2] Research Director, National Latino Research Center, California State University San Marcos. Contact: **anunez@csusm.edu**

Farmworker CARE Coalition

Leaders of the farmworker community © Martinez

A capacity-building event for representatives of the farmworker community © Martinez

The Farmworker CARE Coalition was established in 2004 by local researchers, activists, and social and health service providers. In 2005, Coalition partner agencies — the National Latino Research Center, the Vista Community Clinic and Community Housing Works — received funding from the California Endowment to implement a community leadership programme called "Poder Popular". The California Endowment is a private health foundation that provides grants to community-based organizations throughout California with a long-term commitment to addressing the health disparities faced by the state's most vulnerable communities. The Poder Popular programme was a state-wide programme implemented in seven regions of the state with the goal of improving the health and well-being of farmworkers and their families. The programme was aimed at training and empowering migrant farmworkers at the grass-roots level to lead within their own communities, thereby inciting a systems change leading to improved migrant farmworker health.

In the programme's first one and a half years, the Coalition established a network of Poder Popular community leaders in three different migrant farmworker areas of North County San Diego. "Lideres comuniarios", or community leaders, received training and experience in community research skills, action planning, public speaking and advocacy. The Coalition members, mostly comprising local social service agencies that provide direct services to the community, met monthly to strategize on how to best work collaboratively to meet the goals of the programme. Several additional grants helped further develop the outreach efforts of the community leaders during the first two years of the programme. Community leaders facilitated community classesdeveloped by Coalition members on leadership, advocacy and health topics such as HIV/AIDS. What started as a small network of 20 community leaders in three areas quickly multiplied to over 100 leaders in nine areas of the county. However, by late 2007, immediately prior to the wildfires, the Farmworker CARE Coalition had a limited membership and was somewhat stalled in meeting the advocacy goals set forth by the programme. Community leaders, while active, faced barriers to maintain the same intensity in community organizing that they had enjoyed in the first phase of the programme. The strength of the Coalition and community leadership was tested when the wildfires hit the region in October 2007.

The 2007 fires and their aftermath

The 2007 California fires consisted of eight separate fires that lasted for 10 days, burning 368,316 acres and destroying 1,751 homes. Researchers at the National Latino Research Center at California State University San Marcos were among the first to receive reports from migrant farmworker community leaders active in Poder Popular. In the midst of the disaster, the news was dire, with the following taking place:

- Migrant farmworkers were ordered to continue working in the fields despite evacuation orders and heavy smoke and ash in the air;
- Evacuated migrants were turned away from receiving disaster relief and some were asked for identification to check their immigration status at evacuation shelters;
- Migrants affected by the fires were not seeking out necessary health care;
- Migrants did not know where to access shelters or what their rights were at a shelter;
- Many migrant families did not heed evacuation orders for fear of deportation;
- An entire mobile home park that housed migrants burned within minutes in the middle of the night, sending families running for their lives to the local hotel.

Coalition members worked quickly to aid where possible and joined forces with other immigrant rights activists who were also witnessing gross negligence and injustices. In the heat of the crisis, Coalition leaders did what they could, renting vans and picking up and delivering food and clothing donations throughout the region. Community leaders mobilized through Poder Popular led boots-on-the-ground activism that helped many families. Through collaboration with the community leaders, the Coalition assisted thousands of migrant farmworkers by providing information and resources both during and immediately following the wildfires. While having the network of community leaders in place before the fires helped the Coalition coordinate a quick response to the disaster, it was clear that there was still much work to do to ensure a more effective disaster response strategy specific to migrant communities.

Strengthening local capacities for preparedness and response

The experience of the Farmworker CARE Coalition's disaster response during the fires forced agencies and community leaders to recognize the lack of proper infrastructure to respond to disasters in a meaningful way. It was clear that the Coalition needed both to forge partnerships with other key actors and to build its own organizational capacity in key areas of disaster response. One outcome of the disaster was a significant increase in Coalition membership. The work of the Coalition and the injustices experienced by migrants across the region had caught the immediate attention of two new key partners, namely, the American Red Cross and the San Diego County Office of Emergency Services. Representatives from these agencies were eager to address the needs of migrant farmworker fire victims and to build the Coalition's capacity to address community needs during a disaster. The Coalition leadership was educated on how disaster preparedness and response are organized through what is known as the "incident command system" (ICS). An ICS is used by first responders such as police and fire agencies, as well as relief agencies such as the American Red Cross, during an emergency to effectively organize responsibilities and tasks and to allocate resources. It was necessary for the Coalition to establish a disaster plan and an ICS in order to facilitate partnership with first responders, disaster management and other governmental agencies. In the year following the fires, with input from the American Red Cross and the Office of Emergency Services, the Coalition developed a disaster preparedness plan that included an ICS to allow for coordination with the whole response system, thereby formalizing the Coalition's role in disaster preparedness, mitigation and relief. The development and implementation of the disaster preparedness plan for migrant farmworkers, the first of its type in the United States, necessitated the Coalition to focus on capacity-building in several key areas.

Resource mobilization

Building a coalition before a disaster is vital to being able to develop and manage disaster preparedness projects. Mobilizing social and economic capital and opportunities ensures the more effective delivery of health care and safety resources to migrant communities during and following a disaster. After the fires, the Coalition recognized the need to be able to effectively leverage the resources of the agencies at the table as well as seek out support from outside the group. One successful outcome of the Farmworker CARE Coalition's already being in place was the ability to raise funds to establish training programmes, as well as to provide emergency housing for migrant families made homeless by the fires. Emergency funds were also quickly raised by the Coalition to help provide rental and food assistance to migrant farmworkers who lost income due to a lack of work after the disaster. The development of the disaster plan was made possible by the interest and financial support of state and local agencies and foundations. Immediately after the fires, the National Latino Research Center received a grant from the Governor of California to assess the impact of the wildfires on the migrant farmworker community. This assessment led to the development of the Coalition's disaster plan, funded by the Tides Foundation in 2009, which aimed to formalize a disaster response for migrant farmworker communities in San Diego County.

Partner expansion

Recognizing that it did not have the capacity to handle first response, information dissemination, food assistance or social programmes, the Coalition looked to build partnerships so that these resources could be more easily accessible and impactful during a disaster. A key strategy employed in the development of the response plan during a disaster was expanding partnerships in areas not represented in the Coalition, yet vital in times of disaster. To do so, the Coalition invited Spanish-language media (including local radio and television stations, as well as larger companies that broadcast locally), food banks, civil rights groups, disaster preparedness organizations, the local Farm Bureau and faith-based organizations to join its efforts.

Disaster response

Immediately after the fires, the Coalition recognized that there was a need for a disaster preparedness plan specific to migrant communities. Through the new partnership with the American Red Cross and the Office of Emergency Services, the Coalition received support in developing the disaster preparedness plan as well as extensive training in first aid, on how to establish an emergency shelter and on how to design, implement and maintain the Coalition's ICS. Coalition and community members volunteered to have formal roles within the ICS and received training on their roles and responsibilities during a disaster. The ICS was put into practice during a disaster simulation, allowing the Coalition to reflect and modify the plan to make it more effective. Since its establishment, the ICS has been activated for two small local emergencies, which has allowed the Coalition to continue to refine its disaster response system.

The Coalition, in collaboration with the local Office of Emergency Services, has explored the possibility of working with faith-based organizations to establish "temporary evacuation points" for migrants, which would provide a safe space for migrants hesitant to access more mainstream shelters. All of these capacity-building efforts in disaster response have helped formalize the Coalition's work for future disasters.

Community training and leadership

Because agency personnel change and priorities continuously evolve, the community remained the centre of all preparedness efforts. While the term "migrant" sometimes implies continuous movement, in the San Diego border region migrant communities have largely become settled. The migrant farmworker community has been at the heart of the development of the disaster preparedness plan in San Diego. Poder Popular community leaders fully participated in developing priorities in the disaster preparedness plan and play an integral role in the ICS.

Following the fires, the Poder Popular community leaders immediately requested training in disaster response. The Coalition, which now included the American Red Cross, developed a disaster preparedness curriculum specifically tailored to migrant farmworkers in the region. The curriculum used a "train the trainer" model that provided the community leaders with information that they then shared in their own migrant community. The topics covered in the curriculum included disaster response and safety, first aid, health-care access, how to access relief shelters, and human and civil rights. Many community leaders received first aid

certification as well as advanced training to become official Red Cross volunteers who can assist the Red Cross in establishing and running shelters during a disaster. Several local Poder Popular communities established Community Emergency Response Teams (CERT) in their own communities. CERT training, provided by local fire departments, involves community capacity to respond to disasters and includes topics such as fire safety and light search and rescue.

Advocacy

Advocacy on behalf of the migrants' civil and human rights during a disaster is a critical role played by the Coalition. The Coalition has integrated civil and human rights into all of the curricula developed in the area of disaster response. The Coalition regularly advocates for the migrant community in San Diego and participates in numerous migrants' rights coalitions both in the region and across the state. Community leaders have participated in advocacy training and have met with state representatives about migrants' civil rights issues in their local communities.

Community forum after the fires. Dr. Arcela Nunez Alvarez speaking to the community, we invited local first responders. © Martinez

Sustainability

Developing and maintaining a disaster preparedness plan for migrants is a continuous process that requires dedicated personnel, community involvement, financial resources and capacity-building. Financial sustainability has been a vital yet challenging aspect of maintaining the emergency preparedness capacity of the Coalition. Establishing a sustainability plan for both the Coalition and its disaster preparedness efforts that is modified as needed has been key to the long-term success of such efforts.

Vital to the sustainability of a disaster plan for migrants is gaining the buy-in of first responders and government and relief agencies so that collaboration is easier during a disaster. Gaining this support is critical to effectively implement the plan and to partner with these agencies during a disaster. The Farmworker CARE Coalition aims to continuously update its preparedness and renew partnerships with these agencies so that collaboration during future disasters will be more effective than it was during the fires of 2007.

Advocacy activities. © Martinez

Conclusions

Migrant farmworkers, who struggle daily to access resources that are key to ensuring their health and well-being, face even more pronounced barriers in times of disaster. The negative impacts of these barriers are detrimental to farmworkers' health and safety during and after a disaster. Following the fires in southern California in 2007, the Farmworker CARE Coalition developed a comprehensive disaster preparedness plan for migrant farmworkers that involves multiple sectors committed to mitigating negative effects of a disaster. Capacity-building at all levels is integral to disaster response specific to migrant communities. The Coalition focused on building its capacity in several key areas: resource mobilization, partnership expansion, disaster response, community training and leadership, advocacy and sustainability.

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Integrating Migrant and Seasonal Farmworkers in Disaster Response and Relief Efforts

Jeannie Economos[1]

Farmworkers in the United States

In the United States, agricultural workers living and working in remote rural areas are among the most difficult communities to identify, reach, contact and serve — and therefore among the most vulnerable to the impacts of natural and man-made disasters. The majority being immigrants from Mexico, Guatemala, El Salvador, Honduras, Haiti and other Central American and Caribbean countries, farmworkers often have histories of extreme poverty, a lack of opportunities and deprivation, political unrest and violence in their home countries, traumatic migration experiences, family separation and even trafficking. In addition to having these experiences, they are virtually invisible to disaster response agencies in the country because of the remote location of their residences and workplaces; fears linked with their immigration status, if they are undocumented; substandard housing conditions; a lack of access to private means of transportation (and dependency on crew leaders or contractors for movement); a lack of knowledge of their rights, including their right to receive emergency assistance; and fear of harassment or being targeted by local agencies, service providers, contractors and employers.

In the aftermath of past disasters, migrant farmworkers have encountered problems with American Red Cross and Federal Emergency Management Agency (FEMA) workers who: (a) may not be aware of the presence of individuals, families and communities in remote rural areas and thus may overlook conducting outreach, relief and response efforts in those areas, while focusing instead on largely urban and suburban areas; (b) may not speak the language of the people they are serving, which results in inadequate or no outreach and assistance delivery; (c) may not have received trainings on cultural competency, and may therefore have little understanding of the community they are there to serve; (d) may be unaware of the regulations governing the provision of emergency services for undocumented immigrants and may ask for papers and identification that may alienate and/or create fear and mistrust among the people in these communities; and (e) may be employing discriminatory practices that exclude farmworkers and immigrants from the services and assistance to which they are entitled.

In addition, farmworkers earn low incomes and are excluded from many labour protections, such as the National Labor Relations Act and parts of the Fair Labor Standards Act that cover most other workers. They generally live paycheck to paycheck; hence, they often have no savings to depend on in case of emergency. Most do not have employer-provided health insurance, nor, if they are undocumented, do they qualify for government health-care programmes such as Medicaid or other government benefits such as food stamps. If they are undocumented, they also do not qualify for unemployment compensation — which often even documented farmworkers struggle to receive.

Assisting disaster-affected farmworker communities requires special efforts, awareness, outreach and networking to ensure that undue suffering, displacement and even death are avoided.

Citrus workers during harvest season in Florida groves. © Gaye Ajoy

[1] Pesticide Safety and Environmental Health Project Coordinator, Farmworker Association of Florida. Contact: **Jeannie@floridafarmworkers.org**

Farmworkers in Florida

Florida has a diverse farmworker population made up of workers from Central America, Mexico and Haiti, in addition to an older population of African Americans. Some travel around the state or to different states following the growing seasons and production cycles. Others stay in one area or crop industry for long periods of time (years or even decades), such as those who work in ornamental plant nurseries or ferneries, and they therefore often have established homes and social networks. Both categories experience similar living and working conditions. However, those who migrate by the season are often more difficult to maintain contact with than those who stay in a single location and who are more likely to have established addresses and phone numbers.

Building relationships with workers and relevant organizations and agencies is the key to reaching out to farmworkers. In Florida, however, migrant farmworkers increasingly come from indigenous communities in their homelands, where their first language is neither English nor Spanish but their own indigenous language, which complicates outreach and communication to people and families in these communities.

Farmworker Association of Florida and its history of disaster response work

The Farmworker Association of Florida (FWAF) is a community-based organization with over 10,000 members who are mostly Haitian, Hispanic and African American agricultural workers. It has a 34-year history of working to empower farmworkers in the state to improve their living and working conditions and to ensure respect for immigrants' rights. FWAF develops and uses networks and relationships with farmworkers and their families, acquaintances and co-workers to establish trust and facilitate communication with, and gather information on, the farmworkers. This is of critical importance for those living in remote communities who may have very little outside contact. FWAF has a long history of addressing issues related to adverse weather events in farmworker communities in Florida. Each of the organization's five offices in the state was established as a result of work that FWAF did in response to a disaster that impacted the farmworker community in that area. In addition, the organization has conducted disaster response outreach activities in other parts of the south-eastern United States.

In Apopka, just north of Orlando, farmworkers organized themselves in response to devastating freezes that destroyed much of the citrus crop in Central Florida in the early and mid-1980s. The FWAF office in the town of Pierson was established in response to freezes affecting crops in east Central Florida in the early 1990s. The aftermath of hurricane Andrew in South Florida in 1992 saw FWAF staff travelling hundreds of miles to reach out to and assist impacted farmworkers in remote sites in the agricultural fields in the area, eventually resulting in the establishment of an office in Homestead/Florida City at the request of the farmworker community. The office in the town of Immokalee was opened in 1995, after flooding in nearby Bonita Springs led FWAF to address the needs of farmworkers whose housing had been severely damaged by flood waters and whose livelihoods had been impacted as fields were inundated and crops destroyed. FWAF responded to the devastation caused by three hurricanes that hit the east coast of Florida in 2004 and 2005, impacting the citrus crops and the homes and jobs of orange pickers in the area. Conducting outreach and disaster response work in the area led to the establishment of an office in the farmworker town of Fellsmere.

Disasters have also been the trigger for FWAF to reach out to and assist Hispanic workers in other states. This included those who had been recruited from Florida to work in clean-up efforts in Alabama, Mississippi and Louisiana in the aftermath of hurricane Katrina and who had not been given proper training or personal protective equipment to help prevent exposure to toxic chemicals in the post-disaster clean-up efforts. FWAF helped to disseminate health and safety information and to advocate on behalf of the workers.

The work of FWAF's Pierson office

Since its establishment, the FWAF office in Pierson has been well placed to help address the specific challenges isolated rural communities in Volusia County face in disasters. Local community members (mostly Mexican fernery workers with many years of residency in Pierson and the surrounding agricultural area) see the FWAF office as a hub for information, cultural events and services, as well as a place to meet to feel a sense of community. In the face of insufficient assistance from mandated agencies, local farmworker representatives recognized the importance of building the community's capacity to prepare for and respond to disasters (in particular hurricanes and tornadoes). FWAF took action to support them by building a multipronged approach from their grassroots base.

Information

FWAF prepared "know your rights" information products, including details on where to access disaster assistance and services, and distributed them to community members. It organized capacity-building events in which local farmworker leaders learned how to assess crop damage during disasters to determine the impacts of crop loss on people's incomes.

Establishment of a Community Emergency Response Team

FWAF also worked to help local farmworker leaders receive FEMA Community Emergency Response Team (CERT) training. A core group of community members is now CERT certified and is prepared to respond to their community's needs should a disaster take place. The group regularly participates in meetings with CERT members in the county to make local leaders and disaster management agencies aware of the unique needs and nature of the community in the Pierson area.

Establishment of a disaster storage area

With few places to purchase supplies in Pierson, the community saw the need for improved access to non-perishable food, bottled water, clothes, batteries, generators and other items that are essential in disasters. To this end, with funding from Church World Service and the assistance of the National Farm Worker Ministry, FWAF was able to convert some of its office space into a disaster storage area where key materials and supplies are kept in preparation for disasters that may impact the community. During everyday operations, the room is used for meetings and as a distribution site for food from the Second Harvest Food Bank, especially during low employment periods that are due to the seasonal nature of the work. As a consequence, community members now know where they can come for assistance.

Advocacy

In order to support these efforts, FWAF continues to have regular contact and communication with organizations that carry out disaster trainings and provide relief and assistance to marginalized communities impacted by adverse weather events that cause damage to lives, property and livelihoods. In addition, FWAF has advocated to state-level legislative committees for the special needs of farmworkers for emergency relief services and safe farmworker housing to better withstand harsh weather events. In both 2012 and 2013, staff from the Pierson office have given presentations at the annual Governor's Hurricane Conference on addressing the needs of communities with limited English proficiency.

Climate change threatens even further the well-being of farmworkers, and the consequences of climate change are potentially far-reaching. Changing temperatures that affect the growing seasons will impact the livelihoods of farmworkers who depend on the crops for their livelihoods. A robust plan to educate and empower farmworker communities is necessary to support the resilience of communities to withstand and rebuild when adversity hits.

Farmworkers harvesting citrus in orange groves in Florida. © Gaye Ajoy

Conclusions

Extreme weather events inflict the greatest damage on those who are the least able to resist and recover from the devastation. Farmworkers are more vulnerable to disasters than most other segments of the population. They are mostly non-English speaking immigrants, often undocumented, living in rural, isolated areas, in poor or substandard housing, and who can rarely rely on their own private means of transportation. They often do not know their rights and are too afraid of deportation to ask for help in an emergency. The experience of FWAF in working with these communities on disaster prevention, preparedness, response and recovery activities shows that grass-roots community groups can be the key to working in and with farmworker communities to address needs and challenges in the aftermath of disasters. In order to work effectively with migrant and seasonal farmworkers in disasters, however, these groups need to begin to identify these communities and their members and representatives, build and establish relationships with them and gain their trust, and build their own cultural competency well in advance of any disaster event. In addition, outreach and communication are essential, but developing the capacity of communities to identify and address their own issues and empowering them to devise their own solutions are essential to successfully reducing their vulnerability.

Further reading

Websites

Farmworker Association of Florida
www.floridafarmworkers.org

Community Emergency Response Teams of the Federal Emergency Management Agency
www.fema.gov/community-emergency-response-teams

Including Migrants in Germany's Federal Agency for Technical Relief

Monika Lieberam[1]

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Germany's Federal Agency for Technical Relief

The Federal Agency for Technical Relief (Bundesanstalt Technisches Hilfswerk, or THW) is a key actor in the country's civil protection system, mandated to assist people in emergencies. Since its founding, THW has also been deployed in more than 130 countries worldwide on behalf of the Government of Germany to alleviate hardship and provide affected persons with help.

THW has a unique structure: professional staff comprise only 1 per cent of its personnel, with the remaining 99 per cent consisting of volunteers. These volunteers include people with different professions and from all age groups, originating from more than 80 countries. Nationwide, more than 80,000 volunteers in 668 local branches commit their free time to provide people in distress with professional assistance.

[1] Head of Research, Non-police Security, Bundesanstalt Technisches Hilfswerk (THW). Contact: **monika.lieberam@thw.de**

Including migrants in the work of THW

Following the acute inflow of refugees, asylum seekers and migrants into the country over the last few years, THW started contributing to the efforts of the German people and of the Government to integrate them into German society. In December 2015, on the initiative of the Federal Ministry of the Interior and the Federal Foreign Office, THW embarked on a project to include refugees as volunteers at local THW branches. The initiative is aimed at improving their integration into German civil society by expanding their knowledge of emergency management, strengthening their social and technical skills, and encouraging them to commit to their fellow citizens in their host society. Their presence and engagement are also expected to strengthen civil protection in Germany and abroad: with their language skills and cultural competence, volunteers with a migrant background can contribute to enhancing the capacity of THW, especially for its international missions. In addition, they might promote and contribute to volunteerism in civil protection in their countries of origin.

At the project's initial training event, held in 2015 at THW's federal training centre, 32 THW volunteers from 12 countries (Afghanistan, Eritrea, India, Iraq, the Islamic Republic of Iran, Mali, Morocco, the Niger, Republic of Korea, Somalia, the Sudan and the Syrian Arab Republic) presented best practices on how to successfully include volunteers of a migrant background in the work of THW. During the event, the participants received training on:

- Handling and working with lines and wire ropes during securing work;
- Operating pumps during floods;
- Pulling, pressing and lifting heavy loads, for example after a house collapses;
- Rock processing with a core drilling focus;
- Metalworking in various relevant situations;
- Using rescue equipment after traffic accidents;
- Using emergency power generators in the event of a power failure, operating electrical equipment and installing lighting.

A parallel workshop was organized for the local THW branches that were already involved in integrating persons of a migrant background, with the aim to exchange best practices and discuss how including volunteers of a migrant background might be supported. At the conclusion of the workshop, THW President Albrecht Broemme called for the initiative to be continued after its successful start, and for it to be extended to as many local branches of THW as possible. He called for the project to be extended also to firefighters and other relevant organizations and for the new THW volunteers to be ambassadors for the project.

Since the initial training event in 2015, 129 local branches of THW and 267 refugees, asylum seekers and migrants have been involved in the project. Most of the new volunteers became engaged in the work of THW through the agency's information events, initiatives to provide refugees with assistance, recommendations from friends and practical exercises carried out by THW.

A further workshop on initiatives for including refugees is planned for May 2017. The event will involve THW personnel (staff and volunteers) from branches that have been involved in the inclusion activities. It is aimed at providing a platform to take stock of the current situation and to identify options to engage and retain persons of a migrant background as THW volunteers. The workshop will also focus on how to address identified difficulties, such as language barriers during training.

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Conclusions

Language difficulties and the changes in residence required by administrative decisions on refugee status and relocation have had a detrimental effect on including refugees, asylum seekers and migrants in the work of THW. However, persons of a migrant background who are integrated in a local branch of THW are given support by long-standing THW members, which helps them integrate not only in their local branch but also in their local community and society. Shared experiences, joint trainings and deployments create a strong team spirit, regardless of the nationality or citizenship status of the volunteers. The know-how acquired during the trainings (including language skills) is also valuable, both professionally and socially.

The experience of successfully including persons of a migrant background in the work of THW delivers a key message to the whole society: refugees, asylum seekers and migrants contribute actively to an enhanced civil protection and disaster relief system in Germany. Through these trainings, THW hopes to further contribute to the overall social task of integration.

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Engaging Migrant Domestic Workers in an Emergency: The Case of Lebanon

Maegan Hendow[1] and Dina Mansour-Ille,[2] with Sally Youssef[3]

Impact of the 2006 war

The July–August 2006 Israeli invasion of Lebanon had a considerable impact on all those in the country at the time. Yet, migrant domestic workers (MDWs) were particularly at risk, due to pre-existing structural factors that limited their access to support. Such factors include their migration status (tied to a specific sponsor under the "kafala" system, or otherwise irregular), limitations to legal rights and protections, xenophobia and often a limited proficiency in Arabic. Despite these limitations, MDWs were important crisis response actors, providing assistance to fellow nationals and other affected persons by cooperating with civil society and government stakeholders, and by advising and disseminating information and responding directly to other MDWs in need.

This chapter aims to highlight the significant ways in which migrants can be actively engaged in and integrated into emergency response policies and implementation. It is based on empirical research with MDWs in Lebanon, carried out over the course of 2016 in the context of the European Union-funded project "Migrants in Countries in Crisis: Supporting an Evidence-based Approach for Effective and Cooperative State Action".

Migrants intervening to support other migrants

When the 2006 war broke out, MDWs in Lebanon were impacted in specific ways that limited their access to services and emergency relief and increased their risk. Migrants with irregular status were not normally allowed to exit the country without paying a fine (usually USD 200 for each year of their irregular status). Those who had irregular status and had been previously identified by police or security forces in Lebanon were usually held in a detention centre located under a bridge, and bridges were targeted during the war. Some of those living with their sponsors were locked in their houses while their sponsor fled the area for fear of attacks. These cases demonstrate the particular conditions of vulnerability MDWs faced during the crisis (to which Lebanese and foreign governments and civil society did respond — see Jureidini (2011) in the further reading section at the end of the chapter). Yet, the MDWs themselves also responded to these issues, mobilizing in unique and important ways.

Map of Combat Regions in the 2006 Israel-Lebanon Crisis. © Source: own elaboration based on "2006 Israel-Lebanon crisis" by Mobius.

[1] Research Officer, International Centre for Migration Policy Development. Contact: **Maegan.Hendow@icmpd.org**
[2] Senior Research Officer, Overseas Development Institute, 203 Blackfriars Road, London SE1 8NJ. Contact: **d.mansour-ille@odi.org.uk**
[3] MA student, Lebanese American University. Contact: **sally.yousef89@gmail.com**

First, MDWs served as important contacts and cooperated primarily with Caritas Lebanon and the embassies of their countries of origin to identify MDWs who wished to leave Lebanon, to bring MDWs in need of help to emergency shelters, and to volunteer at the shelters and in organizing evacuations (the latter often also with the support of the International Organization for Migration). Whenever they heard from other MDWs or Lebanese neighbours about an MDW trapped in her sponsor's apartment, they contacted Caritas and the Internal Security Forces (Lebanese police) to help rescue her. Caritas was the main actor working directly with MDWs prior to the crisis, so during the crisis it served as a key partner of, and at times a mediator between, government representatives and MDWs.

Second, MDWs were important conduits of information for finding safe spaces and help. In interviews with MDWs, several mentioned speaking to other members of the community to learn about what was going on and to further disseminate information to each other on the responses of their countries of origin; MDWs' mobile phones became ad hoc "hotlines". Some gave advice to other MDWs trapped or in areas of higher risk on means of escaping those areas or breaking out of the house or apartment in which they were trapped. They also provided guidance on where to find the closest shelter.

Finally, in addition to being conduits of information, some MDWs took matters into their own hands, doing whatever they could to assist fellow MDWs in need — from cooking for and hosting other MDWs, to going out and finding MDWs in need, to personally bringing them to the emergency shelters.

One woman's story: Serving her community and others during the crisis

Jane Doe is an activist MDW who has been living in Lebanon since the early 1990s and who has been a volunteer community organizer for her embassy since the mid-1990s. During the 2006 war, Jane witnessed many cases of abuse and exploitation suffered by MDWs, which has been the driving force behind her activism work to help abused and exploited MDWs regardless of their nationality, in the years that followed.

During the war, Jane's employer gave her permission to volunteer at the shelter that her embassy had set up. She and other volunteers from her community were asked by the embassy to act as a "hotline" for their country of origin and MDWs in Lebanon. Jane's phone number, she recalls, was advertised on all known social media outlets at the time and on the embassy websites as a hotline number to call for assistance inside Lebanon to ask for the whereabouts of a family member or acquaintance caught in the war (by those in the country of origin), or to give details of MDWs who might be missing or trapped in their sponsor's home. Jane recalls receiving calls from MDWs across the country claiming to have been abandoned by their employers, who locked them in their houses and left the country. Jane and other volunteers received calls at all hours throughout the conflict, while also being on call for the embassy to assist those in need.

MDWs from Jane's community would sometimes tell her about trapped MDWs from other migrant communities. She would then contact Caritas who would in turn contact the Government of Lebanon and the respective embassies to locate and rescue them. Jane's embassy was particularly active in leading rescue missions, sheltering MDWs in need and assisting them to evacuate the country if they wished to do so. Assisted by her embassy and fellow MDWs from her community, Jane led rescue missions aimed at locating MDWs from her community with the assistance of Caritas and the International Organization for Migration, which provided the rescued MDWs with food and buses. In those rescue missions, Jane often found trapped MDWs — men and women — from other communities/nationalities, who were also rescued, brought back to the embassy shelter, and assisted by their own embassies to evacuate the country.

This section has been written by the authors based on an in-depth interview with an activist MDW in Lebanon who assisted other MDWs during the 2006 war. The activist MDW interviewed prefers to remain anonymous for fear of persecution in Lebanon.

Impacts, challenges and lessons learned

The involvement of MDWs in emergency management efforts has had significant impacts, both immediate and long term, in the case of Lebanon, and particularly on the MDW community in the country.

First, the involvement of MDWs in locating and assisting other MDWs left behind or trapped in the affected areas was crucial in the rescue and evacuation process. Without their help, a number of the least accessible and most vulnerable MDWs in the country would not have had access to relief and assistance.

Second, their involvement has supported the work of international organizations and embassies, and most significantly non-governmental organizations (NGOs) in Lebanon — both in emergency response and in longer-term assistance. Given that Caritas was the main partner cooperating with MDWs at the time, MDW engagement enabled Caritas to have a far-reaching impact and an overarching role connecting embassies, Lebanese authorities and MDWs. In the longer term, MDW activism facilitated the role of local NGOs that were established later on. Considering that the 2006 crisis allowed and pushed migrants to become better connected with each other, informally and formally via associations, when newly established NGOs started to work on domestic worker issues it was much easier for them to reach out to the MDW community and to provide migrants with assistance.

Finally, activist MDWs confirmed that the crisis and their engagement in response efforts served as an impetus for their long-term engagement in activism — in both advocacy and community service. In fact, it is the role they played during the crisis that provided them with the credibility, experience and knowledge needed to help bring an otherwise scattered and vulnerable community together, as well as to act as the enabling centre for each community. Furthermore, in 2015, they organized and called for the establishment of a formal domestic workers' union (which has so far been rejected by the Ministry of Labour of Lebanon) that would represent their needs, undermined status and rights — a call that is seen as the first organized political movement of this community of migrants in Lebanon.

At the same time, the involvement of MDWs during the war was not without challenges. At the time, communities were disconnected, making it difficult to reach trapped MDWs. MDWs attested that the role played by both Caritas and the embassies of the migrants' countries of origin, in collaboration with the Lebanese authorities, was vital in the evacuation process. Yet, many migrants with irregular status feared approaching authorities for assistance, which made locating MDWs in need of assistance all the more challenging. In addition, not all embassies had the same resources at their disposal to provide MDWs with equal assistance and support, which meant that response and evacuation plans differed depending on nationality.

The responses of MDWs during the war were myriad. They had their own interventions and participated in other actors' crisis management and mitigation actions to assist and evacuate those at risk and in need. Migrants worked to increase other migrants' knowledge of and access to government support during the emergency, thereby demonstrating crucial (and practical) ways in which migrants can and should be integrated into crisis management policies and strategies.

Ethiopian workers in Beirut are evacuated to the Syrian Arab Republic by IOM coaches. © IOM/Steve Bent 2006

Recommendations

While the above sections highlight migrant engagement in emergency response and management, the lessons learned and recommendations elaborated from this case can also be useful for disaster risk reduction and management in general.

This case study has shown that migrants' involvement in emergency and disaster response can help response actors of the host country, in particular when these stakeholders:

- Cooperate with migrants to find out who is in urgent need. Disaster response actors should engage migrants so as to target assistance to vulnerable persons. Migrants and their networks are well placed to provide such information.
- Set up and engage migrant "hotlines" to reach out to the community. Community leaders already have strong contacts with migrants in their community and understand how to communicate with home country communities. They can help disseminate and collect crucial information during a crisis.
- Establish networks of support and communication among stakeholders, including migrant community leaders, migrant associations, NGOs, international and regional organizations, host governments and embassies of the migrants' home countries. Contacts and communication lines are essential for effective emergency response and must be established before the crisis (for example, in standard operating procedures and contingency plans) so that stakeholders are not dependent on personal connections.
- Provide assistance and support regardless of status. All stakeholders involved in relief efforts should ensure that legal status is not requested or made relevant during the distribution of assistance. Further, all efforts should be made to disseminate this information to migrant communities (including via community leaders) so that those with irregular status are not deterred from interacting with government stakeholders during an emergency.
- Support migrant community-building efforts in the long term. This will strengthen the community structures and enable migrants not only to be more efficient in responding during an emergency, but also to be more active in advocating for their own rights. This is an important step in reducing the structural conditions of vulnerability related to migrant status and position in the country, which affect their level of risk in all types of emergencies.

Further reading

Further information about the project "Migrants in Countries in Crisis: Supporting an Evidence-based Approach for Effective and Cooperative State Action", including the larger study upon which this chapter is based, as well as five other case studies of crisis situations and their impact on migrants, is available from www.icmpd.org/micic.

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Migrants in Disaster Risk Reduction: American Red Cross of Chicago and Northern Illinois

Catherine Rabenstine[1]

The work of the American Red Cross of Chicago and Northern Illinois is rooted in the preparedness, response and recovery of communities affected by disasters as geographically vast as tornadoes and as isolated as home fires. The mission is carried out by a workforce of whom 90 per cent are volunteers who see a need in their community and who are driven to respond. The most common disaster response in this region is to home fires. By definition of who is doing the work (local community members) and how it's done (on the ground), the work is localized.

Though it may be the largest humanitarian organization in the world, the Red Cross is grass-roots in its service delivery. The Red Cross is everywhere — in elementary school classrooms teaching children how to practice fire drills at home, going door-to-door to install smoke alarms in homes with volunteers speaking the language of the residents, and at the sites of home fires, assisting families with their immediate needs during a dark moment.

The Red Cross is committed to the resiliency of all communities in the face of disaster, in particular vulnerable migrants. Therefore, addressing the needs of migrants is woven into each aspect of the organization's service delivery.

Localizing migrant issues: Chicago and northern Illinois

The American Red Cross of Chicago and Northern Illinois covers a diverse region encompassing both the third largest city in the United States and farming communities in rural Illinois. Migrants make up a significant part of the population of Chicago (approximately 21%, according to the United States Census Bureau) and are relatively well integrated into life in the city, but this is not the same in rural parts of the region.

Particularly vulnerable migrants, including the elderly, children, women, victims of trafficking and asylum seekers, are a critical community for the Red Cross to know and serve. Their vulnerability is exacerbated in the event of an Executive Order or policy change that tightens immigration regulations, a state budget crisis that decreases funding availability, or a tenuous sanctuary city status that creates uncertainty in the lives of migrants.

When it comes to risk reduction, the Red Cross has identified ways in which migrants are more vulnerable than other populations. For example, people familiar with the weather in their home country may find a tornado or winter storm an unfamiliar and frightening experience. Migrants who primarily work outdoors may not know where to find safety in the case of a disaster. Heating one's home during a frigid winter in the Midwest necessitates using safety measures with which a newly arrived migrant may not be familiar. The consequences of losing everything in a home fire are dire to a family who lacks the support of local friends and extended family members. And moving across the world, especially if it is precipitated by an emergency, could break apart families who find it difficult to locate each other once separated. This is just a snapshot of the challenges migrants in this region face.

[1] Regional Marketing Programs Manager, American Red Cross of Chicago and Northern Illinois. Contact: **Catherine.rabenstine@redcross.org**

The work of one Red Cross region: Disaster cycle

Prevention and preparedness

The data are clear: there is an overall savings when funds are invested before disasters occur. Relevant pre-disaster interventions include localizing mitigation projects, implementing forecast-based financing, initializing community-wide alerts, and providing education that increases vocational and financial literacy. The Red Cross maintains strong relationships with local government officials and emergency management professionals in order to collaborate towards reducing the impacts of hazards. Recognizing the importance of focusing on migrant communities, the Red Cross also actively seeks out partnerships and guidance from the community itself. For example, the American Red Cross of Chicago and Northern Illinois joined the Marshall Square Resource Network in 2016, a membership-based collaborative on Chicago's south-west side, where the immigrant population is very high. The network focuses on building the capacity of member agencies, creating integrated solutions and organizing for community change. The group is led by Latinos Progresando, an agency that has long been a leader in the neighbourhood. The Red Cross is continually growing its diverse partner base, and has a strong relationship with the Illinois Migrant Council.

Risk reduction and preparedness also include working directly with individuals, for instance teaching classes and disseminating life-saving skills to both children and adults. Jessika Hernandez, a Red Cross CPR instructor and AmeriCorps volunteer, teaches CPR/first aid classes in Spanish to migrant communities throughout Chicago. One of her recent classes was for a group of mothers who volunteer to provide free day care to parents working to complete their General Educational Development (the high school diploma equivalent).

"These classes teach life-saving skills, for free, to people in their mother tongue," said Hernandez. "It helps them fulfil job requirements and makes them more employable. And it puts at their fingertips skills that may help them save a life: even calling an emergency service line, like 911, is a daunting task in a second language."

Ruido Fest Table. © 2016 American Red Cross

Ruido Fest Crew.© 2016 American Red Cross

Response

It is not always possible to prepare someone for an emergency. The American Red Cross of Chicago and Northern Illinois responds to three to four home fires daily. Migrants are one of the many populations affected by this type of local disaster.

One of the services primarily used by migrants, including refugees and their families, is offered in the event a family is unexpectedly separated or all means of communication have been interrupted. Through their Restoring Family Links (RFL) programme, National Red Cross and Red Crescent Societies can help reconnect loved ones around the world after disasters, armed conflicts or other humanitarian emergencies, as well as after a migrant's arrival abroad, even weeks or years after the separation. Recently, RFL personnel in the region helped Ricardo, a young teen from Honduras, contact his mother to let her know he was safe. During his journey to the United States to escape domestic violence and poverty, his backpack was stolen and with it his mother's phone number. RFL personnel worked together with Ricardo to collect details about his home and family, including having him draw maps that depict familiar schools and neighbourhoods. This information was sent through the global Red Cross network to the Honduran Red Cross to pursue the search for his mother. Though the process of finding Ricardo's mother was complex, eventually the Red Cross located her. She was finally able to call her son, hear his voice and know that he was safe. In fiscal year 2016, the RFL programme of the American Red Cross of Chicago and Northern Illinois helped nearly 50 families like Ricardo's to reconnect.

Recovery

The American Red Cross is committed to meeting the recovery needs of those affected by disasters long after the event itself. Specifically, caseworkers work with clients to create a long-term recovery plan and address issues such as housing stability and mental health. The Red Cross is able to provide these services in any language using a language line (a service that provides translators), allowing migrant populations to work with highly qualified clinical social workers to fully recover from a disaster.

Importance of convening conversations

As an organization fuelled by fundamental principles that include impartiality and neutrality, the Red Cross plays an important role in the complicated dynamics of supporting migrants. These principles afford the Red Cross access to help all people, and in the same vein, allow the Red Cross to be a convener of conversations.

The Red Cross regularly assembles representatives from government, advocacy and community organizations, and universities, as well as first responders and others, to discuss disaster risk reduction, including issues that have a specific impact on the migrant community, as mentioned above. All of these stakeholders play an important role in ensuring the resiliency of migrant communities in the face of disaster. As the head of external relations for the American Red Cross of Chicago and Northern Illinois says: "It doesn't matter who feeds the people, as long as they are fed."

Lessons learned

The Red Cross has learned an important lesson: even in cases where a conversation isn't directly mission-related, it is valuable to attend, listen and learn. Engaging in these conversations allows the Red Cross to better serve communities. Without the input of local agencies and people on the ground, the Red Cross cannot identify local disaster risk, build the buy-in of stakeholders needed to implement programmes, or transcend local political or funding barriers.

The Red Cross values a data-driven response. The region collects data through the course of a response so that it can be mapped and analysed to aid in future responses. For example, due to data collection, the Red Cross is able to easily identify which neighbourhoods are the most affected by home fires, thereby allowing the region to target risk reduction in those hyperlocal areas. This type of preparedness could involve partnering with the local fire department to organize a smoke alarm installation event.

The red cross and red crescent symbols are globally recognized emblems that link migrants to the places they come from and to the help they may need in their new homes. The main message the American Red Cross of Chicago and Northern Illinois wants communities in the region to know is: "No matter your language, religion or legal status, we're here for you."

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A Land of Flooding Rains: Building the Disaster Resilience of Asylum Seekers at High Risk

John Richardson,[1] Collin Sivalingum,[2] Vicki Mau[3] and Jess Van Son[4]

Introduction

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Worldwide, the International Red Cross and Red Crescent Movement plays a key role in addressing the needs of vulnerable communities. Migrants, including labour migrants, refugees and asylum seekers, are often isolated, marginalized and vulnerable to exploitation and the impacts of disasters. As embedded in the oral traditions of the indigenous peoples and, more recently, in our literary traditions (the title reflects the famous poem I Love a Sunburnt Country by Dorothea MacKellar), Australia experiences recurrent meteorological extremes. Many Australians are at risk of a range of extreme weather events, including cyclones, flooding and flash flooding in northern Australia, and bushfires, storms and floods in the south. According to data from the International Federation of Red Cross and Red Crescent Societies, 945 people have died and 628,154 have been affected by disasters in Australia since 2006. In 2015 alone, the costs of these disasters are estimated to have been AUD 9 billion.

Australia is also a country where migration has had a significant impact on the make-up of the population. From the First Fleet bringing European settlers, through to modern arrivals by boat and by plane, migrants from across the world arrive to study, work, seek protection, reunite with family members and find a better life.

Disaster preparedness, and in particular efforts to reduce risks for migrant communities, is a key area of programming for Australian Red Cross. The organization supports people to prepare for disasters through its RediPlan, the all-hazard household preparedness tool of the Red Cross (www.redcross.org.au/prepare). The tool takes an individual's strengths as a starting point to build his or her resilience through a four step process:

- Get informed (about risks);
- Get connected (to sources of support);
- Get organized (make a plan);
- Get packing (bring everything together in a kit).

Australian Red Cross also works directly with disaster affected persons to help them cope with and recover from disasters.

The organization works with people at all stages of the migration experience. This includes refugees, asylum seekers, people in detention centres, and those who may have been trafficked, forced into marriage or separated from their loved ones. Migrants who have been made particularly vulnerable through the process of migration and whose survival, dignity, or physical or mental health is at risk, irrespective of their legal status, often face unique challenges in accessing services and support and in connecting to the broader community. Red Cross programmes specifically seek to meet their needs through services, partnerships, community development and advocacy with relevant authorities on the humanitarian impact of Australian policies.

[1] National Resilience Adviser – Emergency PreparednessServices, Emergency Services, Australian Red Cross. Contact: **jfrichardson@redcross.org.au.**
[2] Acting State Manager, Emergency Services, Australian Red Cross.
[3] National Manager, Migration Support Programs, Australian Red Cross.
[4] Project Officer/Administrator, Migration Support Programs, Australian Red Cross.

Strengthening the disaster resilience of asylum seekers in Queensland

At an informal meeting between Australian Red Cross Migration Support Programmes and Emergency Services staff in Brisbane, Queensland, in 2013, it was recognized that Red Cross supported asylum seekers living in the community had relatively low disaster resilience, due to:

- Poor health status, particularly mental health;
- Limited connections with their local communities;
- Limited understanding of the Australian disaster risk landscape;
- Limited understanding of available assistance opportunities in disasters;
- Limited financial resources to help them prepare for emergencies.

A series of resilience-enhancing activities targeting asylum seekers started after this meeting, led by a passionate Emergency Services volunteer with the support of Emergency Services and Migration Support Programs staff.

Planning

The activities took a community-centred approach, in which a Red Cross staff member acted as a facilitator, and volunteers drawn from the asylum seeker community determined the best approaches to reach their respective communities. Asylum seekers were invited to attend a volunteering information session. Of the 12 initial attendees, 8 people became volunteers, and Migration Support Programs staff worked with authorities to ensure their engagement did not breach the requirements of their visas, which at the time held restrictions around working.

It was agreed by the volunteers to use a conversational approach to engagement, rather than formal presentations, to deliver preparedness messaging. This approach allows flexibility in delivery through discussions with individuals or within household or group settings. Two hours were allocated for education sessions, and participants used RediPlan in Easy English" (a pictorial version, originally developed for people with cognitive disabilities, which can be used to communicate with people with low levels of literacy). This was recognized as a more culturally appropriate way of communicating information to many of the communities of non-native speakers. It was also recognized that formal presentations might not work, as people's command of the English language was basic, and the presentations relied upon laptops and projectors and would therefore be difficult to deliver in community or household settings.

The conversations focused on disaster preparedness essentials: hazard awareness, sources of warnings, the role of uniformed emergency services in evacuations, household planning and preparing emergency kits. Volunteers were trained in RediPlan content and public speaking skills.

Delivery

Initially, the volunteers engaged in various ways with members of their community. For example, some staffed information booths in shopping centres to discuss disaster preparedness with passers-by. Another volunteer reached out to his English as a second language class to discuss preparedness with his fellow classmates. Most of the volunteers engaged their family and friends and took the preparedness message to their neighbours.

Through this range of pilot activities, Australian Red Cross reached out to 956 people (328 men, 318 women and 310 children). A survey was conducted to determine the impact of the education sessions, to which 113 people responded. The survey included the following statements to which the respondents were asked to agree or disagree:

- I know what emergency numbers to call;
- I know the hazards in my area;
- I know my local radio frequencies;
- I know how to prepare a household emergency kit and emergency plan;
- I have a household emergency kit and emergency plan.

Changes in people's knowledge were positive and significant, as highlighted in table 1.

Table 1: Changes in participants' knowledge of key preparedness actions

Area of participants' knowledge	Before the session	After the session
Whom to call in an emergency	51%	89%
What hazards might affect them	35%	89%
Radio frequencies for information	3.5%	91%
How to develop a household plan and kit	3.5%	80%

Findings and reflections

Programme delivery

The programme was well-received in culturally and linguistically diverse communities because it was delivered by community members sharing the same cultural background. Community networks in migrant communities are important channels for reaching out to people. Gaining the trust and blessing of cultural leaders and elders is important, and using them to help deliver information or welcome people at meetings or informal events helps when engaging and communicating with all community members. It is necessary to be mindful of the role of children and young people in some cultures, and not to assume that information provided to these groups will be shared within households. It is also important to be conscious of gender and age, as well as the confidence and skill levels of the volunteers and their capacity to translate into and from English, when pairing volunteers together to deliver conversations or sessions.

It was found that two-hour sessions were not long enough. Two longer sessions — one information session and then another to go through RediPlan's Easy English workbook and support homework — would help in the learning process. Dealing with practical matters such as child care, food and transport support is helpful in freeing up parents, as well as reducing costs for people with limited budgets.

Costs of preparedness

Getting an emergency kit was identified as a challenge for most participants. Seventy-eight per cent of the respondents said they did not have a household emergency kit and plan. When asked what the barriers were, most answered time and money, as the kits were considered expensive to assemble — a limited budget did not stretch to buying preparedness materials. In the post-session survey, 100 per cent of respondents said they intended to build a kit, but 25 per cent recognized that they might not be able to do it because of cost factors.

Self-confidence and community connections

Increased self-confidence among the volunteers was evident. Upon completion of the initial training, each individual was given his or her Emergency Services Volunteer identification badge. The volunteers placed great value on the badge. They stated that it gave them a sense of importance and that the official status of "volunteer" would open many doors for them to discuss preparedness within their communities.

An important outcome of the programme was that, following a positive resolution of her visa status, one volunteer became the coordinator in the second year of the programme. This situation has proved very motivating for a number of other volunteers in the programme.

Volunteers displayed increased self-confidence resulting from the training received and the manner in which they were treated by Red Cross staff, that is, with trust and respect. All volunteers went on to volunteer with the broader emergency services programme, becoming involved in response and recovery activities.

Conclusion

The pilot project was highly successful — identifying challenges and developing a transferable model draws upon the strengths of an at-risk group for preparedness messaging delivery. The programme has since been expanded to other states in Australia.

Key recommendations:

- Spend time determining what people's strengths are and build on them;
- Use a range of methods to engage people and deliver information, but always do so in a non-technical or informal way;
- Recognize that some participants may not have the financial capacity to undertake preparedness activities;
- Use a two-pronged approach: (a) work with community leaders to get the buy-in of community members; and (b) work directly with community members.

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© Refugees like Isaak Mahur, who came to Tamworth, New South Wales, from the Sudan, are settling in rural areas. Although welcome in their new communities, they also often at risk of disasters. The Red Cross helps people like Isaak become better prepared for disasters. © Australian Red Cross (Photo: Marlon Dalton)

Disaster Risk Management in Socioculturally Diverse Societies: An Example of a Two-Fold Training Approach from Germany

Malte Schönefeld[1]

Introduction

The share of the population with a migration background is increasing significantly in many European societies, including in Germany. However, culture-specific needs and sources of resilience, as well as vulnerability factors, are rarely reflected in disaster management. If cultural aspects, concepts and perspectives are not taken into consideration in disaster management, we miss a potential that could significantly contribute to the resilience of society as a whole.

In order to use this potential stemming from the recognition of cultural factors in disaster management, the research and development project "Rescue, Aid and Culture — Cultural Competence in Civil Protection" was launched. The project was funded by the German Federal Office of Civil Protection and Disaster Assistance and was carried out between 2010 and 2016 by the University of Greifswald, namely, the Chair of Health and Prevention, Professor Silke Schmidt, and her research associates. Two theoretically and empirically grounded training concepts were developed, piloted and evaluated – one for civil protection professionals and volunteers (the German civil protection system depends heavily on volunteers), and the other for immigrants that are new to the country and with limited proficiency in the German language.

The concepts of both trainings were discussed with more than a dozen experts on the project's advisory board, representing the various stakeholder groups from civil protection agencies, autonomous migrant organizations, and psychosocial emergency care providers, as well as intercultural trainers, and adapted where indicated.

Cultural competence training for civil protection professionals and volunteers

The civil protection course aims to familiarize civil protection professionals and volunteers with the implications of societal diversity for their mandates and work, and to build up their cultural competence in order to allow them to work effectively with people of different cultural backgrounds in emergencies. It will reduce uncertainty and enhance confidence of the professionals and volunteers to work in situations that differ from day-to-day routines, which may cause stress for paramedics or firefighters in an already stressful working environment. Working under stress impairs quality, which interferes with the ethical requirement of equal (that is, the best possible) treatment for every person in need regardless of culture or any other characteristic.

Between 2011 and 2014, 24 courses were piloted across Germany with 441 participants. The course was finalized in 2015 and has since been taught to trainers at the Federal Academy for Crisis Management, Emergency Planning and Civil Protection.

The German curricula for civil protection professionals are very dense and it is difficult to implement new issues that some perceive as "soft" topics, such as the societal aspects that were addressed through this project. Further, the many volunteers in German civil protection enhance their skills after work, sacrificing their leisure time. It was therefore necessary that the course design be flexible and not exceedingly time-consuming.

[1]Research Associate at the Institute of Public Safety and Emergency Management at the University of Wuppertal, Germany. Contact: **schoenefeld@uni-wuppertal.de**

Thus, the approach was to develop a modular structure that can be applied in different settings. An e-learning module accompanies the face-to-face course in order to complement the basic knowledge with in-depth material. Extra modules can be applied in special cases, while the main course contains what is considered as basic information on cultural competence in the field of civil protection. It is recommended that there be a maximum of 20 to 25 participants for each course. The durations of the modules indicated are suggestions.

The mandatory modules are as follows:

- Module 1: My background and identity/identities; main terms (90 minutes)
  Discussions on the identity/identities, group affiliations and cultural imprints of the course participants create awareness about the ambiguity of identity, even in groups that seem rather homogenous at first glance. Second, central terms are introduced (such as "culture", "cultural competence" and "intercultural situation when on duty").
- Module 2: Cultural competence in civil protection — why? (45 minutes)
  Participants reflect on their own intercultural experiences when they were on duty. They are encouraged to think about ethical principles, the demographical situation and diversity management in civil protection organizations.
- Module 3: Cultural competence and stress management (45 minutes)
  Additional stress caused by unusual conditions in emergency situations may impair the quality of services (such as medical care or rescue). Participants discuss why they may feel stress in unfamiliar situations and how to apply stress prevention and stress management in their daily work.
- Module 4: Social perceptions and information processing (45 minutes)
  Unconscious interpretation and social categorization help people to make judgements and decisions quickly and effectively. It is normal to have stereotypes and prejudices. Underlying factors of prejudices and stereotypes are disclosed and discussed in order for the participants to be aware of them when they are about to impair the quality of service.
- Module 5: Cross-cultural communication (45 minutes)
  Course attendees learn about cultural variations in verbal and non-verbal communication modes, role perceptions and recommendations on how and when to use interpreters.
- Module 6: Cross-cultural work practice (45 minutes)
  Participants discuss their own cross-cultural experiences at work through three perspectives: the personal view, the situational view and the cultural view.

The following additional modules may be used:

- Module E1: Ethnomedicine and intercultural psychology (30–120 minutes)
  The topics are sociocultural influences on the concepts of "body", "health" and "disease" and their implications when the participants are on duty; on stress and crises; and on psychosocial emergency care and psychosocial crisis management.
- Module E2: (Cross-cultural) conflict management when on duty (45–120 minutes)
  Course attendees learn about conflict development and conflict management. They further discuss cross-cultural conflicts that they've had, or that could take place, while on duty. Prepared case studies can be helpful in this regard. The module offers recommendations for prevention of and dealing with cross-cultural conflicts that can occur when they are on duty and how to put them into practice.
- Module E3: Cultural competence in disaster management (45–60 minutes)
  Cultural aspects and their challenges are discussed for the phases of the disaster management cycle. The participants exchange ideas on how to integrate cultural competence into their respective tasks.

The course's accompanying e-learning module contains further information, a glossary and links to various relevant resources. The module leverages a number of interactive features of digital media and includes gamified elements, videos and animations.

The participants of the pilot courses requested that some content of the face-to-face learning be replaced while other content be expanded, through flexible self-learning. However, the topic requires discussion among peers and tutors and is not suitable for self-learning only. Ideally, both forms should be combined for a blended learning approach.

The course was piloted at various agencies across Germany, with personnel from these agencies evaluating the course, as well as at the Federal Academy for Crisis Management, Emergency Planning and Civil Protection.

To ensure sustainability of the concept beyond the lifespan of the project, a training-of-trainers course was conducted for about 60 trainers in total, who are now transferring the concept into the curricula of their respective organizations.

In 2017, the Federal Office for Civil Protection and Disaster Assistance will publish the complete training material (in German), which will be available on its website (www.bbk.bund.de).

Civil protection induction course for migrants

The experts on the project's advisory board assumed that there was a rather low level of emergency-relevant knowledge in all parts of society and that there was a need to improve this situation. Research shows that people with a migration background may, like the whole population, lack emergency-relevant knowledge (such as the structure and functionality of the German emergency assistance system), as mentioned by participants — both disaster management experts and affected migrants. In countries of origin, trust in civil protection is sometimes low, based on experiences of unreliability or lack of capabilities.

To address these issues and to promote emergency-related knowledge and individual emergency preparedness, the project also produced an induction course on civil protection specifically targeting migrants, with the following three main objectives:

- Transfer knowledge (regarding, for example, emergency numbers, adequate behaviour in case of fire and when to make medical emergency calls);
- Build or expand trust in the emergency care system and its personnel; and foster confidence (for example, knowing one can make an emergency call in spite of language barriers);
- Strengthen migrants' readiness and capacity to act (for example, calling 112, conducting individual emergency preparedness actions and considering a professional or voluntary affiliation with civil protection).

Under the leadership of Dr Mike Mösko, psychologist and head of the Research Group on Migration and Psychosocial Health at the University Hospital Hamburg, the project team developed a basic civil protection information concept (content and methodology) that addresses migrant populations. The concept can be easily integrated in the mandatory language courses for migrants arriving in Germany. It encompasses presentations (emergency number, correct behaviour in case of fire), exercises (for example, simulating an emergency call), teaching and information materials for the course attendees. For the sustainable implementation of this curriculum within language courses for migrants, a collaboration was established with the "Volkshochschule", or Adult Education Centre of the City of Hamburg, which has offered language courses for migrants since 1964 (in 2014, there were 515 German-as-a-foreign-language courses, from level A1 to C2 with more than 9,800 participants). The centre is now working to integrate the basic civil protection concept into its regular curriculum.

Screenshot of the e-learning module

Table 1: Design of the induction course on civil protection for migrants

Criterion	Format
Facilitators	• Civil protection experts (such as the Hamburg Fire Brigade) • Experts on (intercultural) education (such as instructors on language and integration)
Target group	A2-level language course participants at the Adult Education Centre in Hamburg
Extent	4 modules (3 hours including breaks)
Methods	Lectures, class discussions, exercises
Materials	Presentations, handouts, word lists, etc.

A central part of the concept is the collaboration with a civil protection organization. The Hamburg Fire Brigade actively participated as a main civil protection partner and sent one of their staff members (in uniform) each time the course was given. This firefighter introduced the German emergency management system and was available for a question and answer session at the end of the course, which was greatly appreciated by the participants. Table 2 shows the overall structure of the course.

Further, a training-of-trainers methodology has also been developed for the migrants' course, so that interested instructors and institutions can keep the courses running after the lifespan of the project and that the courses can be promoted outside Hamburg.

	Module	Facilitator	Duration
1	Introduction to the emergency management system, raising risk awareness, behaviour in case of fire	Fire Brigade	45 min
2	Exercise: Call 112 (emergency number)	Fire Brigade and Adult Education Centre	30 min
3	Medical emergencies, background and institutions that provide assistance	Adult Education Centre	30 min
4	Question and answer session	Fire Brigade and Adult Education Centre	30 min

Final remarks

To achieve the aims of the project, it was important to address both the migrants and the civil protection professionals and volunteers. Both target groups were difficult to reach at first. However, civil protection agencies became aware of the importance of cultural competence during the recent flows of refugees. Migrants were reached by convincing the facilitators of the mandatory language courses to add a lesson on civil protection. Participants from both groups ended up showing great interest in the training activities and took something home that may help them in their daily life or work activities. Every country has different framework conditions but the courses are generally transferable to other contexts. These brief descriptions can be freely used as a starting point for further interventions. In case of interest, contact the author for an exchange of ideas.

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Disclaimer

The original German title of the project was “Rettung, Hilfe & Kultur – Interkulturelle Kompetenz im Einsatz”. German Federal Ministry of the Interior grant number: III.1-413-10-00-396.

Migrants in the 2011 Floods in Thailand: Improving Migrants' Access to Emergency and Rescue Services

Alessandra Bravi[1] and Katharina Schaur[2]

Introduction

Between late July and late November 2011, Thailand experienced the largest floods in 60 years: the water covered more than 6 million hectares of land and affected more than 13 million people in 66 of Thailand's 77 provinces. About 1.5 million people were forced to leave their homes, making it the second largest disaster globally in 2011 in terms of the number of people displaced. Many of the affected persons were migrants, as up to 1 million migrant workers from the neighbouring countries of Cambodia, the Lao People's Democratic Republic and Myanmar were estimated to be living and working in the flood-affected areas at the time. While floods are common in Thailand, they usually recede more quickly, and the extent and duration of the 2011 floods largely caught the local population, as well as migrants, by surprise. Many people therefore remained in their homes, including migrants, some becoming trapped by the rising water, which didn't recede for weeks. Based on research conducted in Thailand under the European Union-funded project "Migrants in Countries in Crisis (MICIC): Supporting an Evidence-based Approach for Effective and Cooperative State Action", this chapter describes migrants' access to emergency and rescue services during the 2011 floods and provides recommendations on how this access can be improved.

The impacts of the 2011 floods in Thailand. © IOM Thailand

[1] Research Officer, International Centre for Migration Policy Development, Vienna. Contact: **Alessandra.Bravi@icmpd.org**

[2] Junior Research Officer, International Centre for Migration Policy Development, Vienna. Contact: **Katharina.Schaur@icmpd.org**

Interventions by the Government of Thailand

The Government's response to the floods was focused mostly on flood water management and emergency response, and particularly on distributing relief items to the affected population, setting up evacuation centres and providing health services. The military stepped in, providing ships, trucks and soldiers when the Government faced logistical problems with the transportation and distribution of relief items. Although the Department of Disaster Prevention and Mitigation – the main body responsible for responding to disasters under the Ministry of Interior — had started its emergency operations in August 2011, on 8 October 2011, when flood waters inundated Bangkok, the Prime Minister decided to established the Flood Relief Operations Centre, headed by the Ministry of Justice. The existing command structures were overturned and the staff of the Department of Disaster Prevention and Mitigation, trained in disaster response, was hardly involved in the operations.

This led to unclear responsibilities among the different institutions, particularly regarding migrants — in fact there was no designated authority responsible for migrants during the crisis. Due to a lack of a target group approach in organizing the response, vulnerable people, including migrants, were often left unattended. Information regarding the floods was mainly available in Thai and did not reach the non-Thai speaking population. Relief packages were distributed according to a household registry, leaving out the large (unregistered) population of migrants with irregular status. The Government provided an emergency hotline for health-care services, but both the promotion of the hotline and the service itself were offered only in Thai. However, hospitals were notified to provide medical services to every patient during the floods, including undocumented migrants. Still, there were reports of cases in which migrants had difficulties accessing medical services.

The Government and civil society organizations (CSOs) set up many shelters. However, few migrants were reported to be hosted in such structures, one of the reasons being that information about the shelters was provided only in Thai. The Government set up a shelter specifically for migrants in the outskirts of Bangkok; yet many migrants did not use it because it was too far away or because they did not know about it. Travel was difficult during the crisis — streets were flooded and many areas could be reached only by boat. Moreover, according to Thai regulations, migrants without valid identification and travel documents because still unregistered or registered but still in the process of completing all necessary verifications to obtain those documents, were not permitted to travel outside their province of registration. It is not clear how many migrants were actually able to benefit from the shelters, were evacuated or received relief packages — migrants with irregular status may have been afraid to leave their homes, to register at shelters or even queue for relief packages, fearing arrest and eventual deportation.

Interventions by civil society organizations

CSOs were the main actors supporting migrants during the crisis. Thanks to their presence in the field, their previous experience working with migrants, their contacts with migrant organizations and in some cases their connection with migrant communities, CSOs were often in a better position than the Government and the military to reach out to migrants. Intergovernmental organizations and other donors also provided assistance through CSOs. Migrants were reached by CSOs both indirectly, as they were included in the overall support to affected communities, and directly, through targeted actions.

Smaller Thai CSOs organized additional distributions of relief packages, targeting in particular migrants with irregular status. A Thai volunteers' organization in Ayutthaya province packaged and delivered relief kits to migrants and coordinated the distribution through migrant networks, allowing them to reach even migrant communities trapped in flooded areas. CSOs promoted community self-support, encouraging Thai and migrant residents to help themselves by forming neighbourhood watch groups to protect each other's property, and helping to evacuate the elderly or sick. Neighbourhood groups also developed a rotational system of relief package distribution in order to share this task.

Thai CSOs further organized targeted information campaigns for migrants regarding the floods, including by providing updates on the status of the crisis and information on ways to cope with the crisis and the location of relief distribution points. To overcome language and other communication barriers, the Raks Thai Foundation, together with the Labour Rights Promotion Network Foundation, worked on flood information campaigns also targeting migrant workers and focused on enhancing local information networks. In additional, the Thai Labour Museum collaborated with the television channel Thai PBS to communicate disaster news especially to migrant workers from Cambodia and Myanmar. In order to provide migrants with information on how to cope with health threats during the floods, the Thai CSO Foundation for Access to Rights, together with other agencies, organized health education campaigns for migrants in Bangkok.

Among larger, international CSOs, the Thai Red Cross received funding from several international donors to support the affected population by distributing water, food and non-food supplies, and providing health services. The "blanket approach" of the Thai Red Cross in delivering relief, as well as their strong (CSO) networks, allowed them also to reach migrants, who represented about 8 per cent of overall beneficiaries of Thai Red Cross emergency interventions. A key international CSO involved in the response to the 2011 floods was Save the Children, which included migrant households with minors among its beneficiaries. However, out of its total 60,000 beneficiaries, only 5,000 were migrants, due to the family/children criterion, since most of the migrant population living in the targeted areas were adults without children or with children living in their country of origin. This shows that, even when a target group approach is used, it is important to have a mapping of the population living in the area so as to be able to reach the target group.

Except for the Thai Red Cross and Save the Children, most CSOs involved in the flood response did not have trained expertise in disaster response, nor did their actions follow any established disaster response plan and procedure, in general or specifically with regard to migrants. Since they were not designated disaster response organizations, they often faced considerable financial constraints. Given the sometimes complicated administrative requirements from large donors, many small CSOs had to rely on donations from the general public. A major challenge encountered by all CSOs during the floods was the outreach to migrants with irregular status. Many CSOs reported that distrust of government authorities and a lack of information led migrants with irregular status to perceive even local Thai CSOs as affiliated with government organizations and therefore not trustworthy.

Recommendations

Based on the findings of the MICIC research project, the following recommendations are for the Government of Thailand and for CSOs working in the area of emergency response and/or supporting migrants. These recommendations were formulated based on the experience of the 2011 floods in Thailand, but could be extended to other countries where a disaster has occurred and migrants were affected.

- Include migrants in national disaster risk reduction strategies, such as risk assessment, early warning systems and risk reduction plans, and enable their access to emergency and rescue services by mainstreaming the responsibilities for migrants in government emergency responses among the different ministries and institutions.
- Cooperate with migrants and migrant community leaders, involving them in contingency plans and disaster preparedness, particularly at the community level.
- Include migrants in government communication campaigns and measures, using multilingual communication and targeting migrant communities.
- Improve migrant registration systems and include provisions to lift mobility restrictions in case of a disaster. Ensure that these provisions are clearly communicated to migrants and implemented by the relevant authorities.
- Promote government cooperation with CSOs on disaster risk reduction, especially CSOs working with migrants or on emergency response.
- Promote coordination and cooperation among both smaller and larger CSOs working in the emergency field and CSOs supporting migrants; invite staff of CSOs working with migrants to emergency response trainings and give CSOs access to funding mechanisms to support migrants in case of disasters.

Further reading

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Thailand: Improving Coordination to Better Assist Migrants in Emergencies

Siriwan Limsakul[1]

Introduction

Over the last decades, Thailand, an upper-middle-income country with an impressive history of economic growth, has attracted millions of migrants from Cambodia, the Lao People's Democratic Republic and Myanmar, as well as other countries. Migrants currently account for an estimated 6 per cent to 8 per cent of the Thai labour force and are mostly employed (often informally) in low-tech factories or in construction, agriculture, fisheries, services or domestic work.

In recent times, Thailand has faced a variety of crises, including economic shocks in 1997 and 2008, the Indian Ocean tsunami in 2004 and floods in 2011, as well as the ongoing, decade-long period of political turmoil. Experience from these crises shows that many challenges remain in addressing the vulnerability and assistance needs of marginalized groups, particularly migrants.

Thailand has actively engaged in the process to develop the Sendai Framework for Disaster Risk Reduction and is fully committed to its implementation. One of the country's main focuses is on engaging all stakeholders in disaster risk reduction in order to strengthen the resilience to disaster of the whole society. Due to the significant presence of migrant workers in the country, including them in prevention, preparedness and response efforts should be a key concern for authorities at all levels. This is what the activities implemented by IOM Thailand over the past two years have aimed to address.

Photo taken during the flood in 2011. © IOM Thailand

[1]Project Assistant, IOM Thailand. Contact: **slimsakul@iom.int**

IOM's "Reducing the Vulnerability of Migrants in Emergencies" project

As part of the "Reducing the Vulnerability of Migrants in Emergencies" project, and as a contribution towards implementing the recommendations in the Guidelines to Protect Migrants in Countries Experiencing Conflict or Natural Disaster, IOM has supported the Thai authorities at the national and local levels to:

- Increase the capacity of relevant personnel to prepare for and respond to emergencies in a migrant-inclusive manner;
- Encourage disaster risk management authorities to build networks with migrant communities and engage them in local disaster preparedness and planning.

Through the project over the last two years, IOM has worked in close coordination with the Department of Disaster Prevention and Mitigation (DDPM) of the Ministry of Interior of Thailand to help put the protection of migrants and their access to disaster assistance on the agenda of disaster prevention and mitigation actors in Thailand. The project has also resulted in relevant national and local government agencies having a better understanding of the causes and consequences of migrants' vulnerability in disasters, and potential policies and measures to address their specific vulnerability factors have been proposed through the project.

Many of the affected areas in Bangkok hosted high number of migrants. © IOM Thailand

The project was launched in March 2016, when DDPM and IOM Thailand co-hosted a pilot training-of-trainers workshop to familiarize a pool of DDPM staff with the subject matter and the project's training methodologies. The workshop was attended by representatives from DDPM and Thai civil society organizations, the Federal Emergency Management Agency of the United States of America, and Mexico's National Center for Disaster Prevention and Grupos Beta. The course provided an opportunity to gather experience and expertise on the issue of integrating migrants in disaster management, and these inputs then contributed to the development of the IOM handbook Integrating Migrants in Emergency Preparedness, Response and Recovery in their Host Countries. The main topics covered by the workshop included:

- Definitions and principles;
- Migrants' presence in the area and main risk factors;
- Migrants' vulnerability and resilience;
- Relevant frameworks, actors and institutions;
- Gathering information on migrant groups to inform emergency management efforts;
- Actively involving migrants in preparedness, response and recovery;
- Communicating with migrants before, during and after emergencies;
- Planning for and supporting migrant-inclusive evacuation;
- Delivering appropriate relief and recovery assistance.

In the weeks following the pilot event, DDPM trainers contributed to the further adaptation of the training materials to the Thai context and integrated a community-based disaster risk management component in the training plan in order to roll out more targeted local-level follow-up training events. An exercise on disaster response for local authorities, migrant communities, private sector actors, local rescue foundations and civil society organizations was also included in the training methodology so as to foster concrete coordination among disaster response actors.

Local-level trainings were organized between June and September 2016 in four provinces, namely, Ranong, Kanchanaburi,Chonburi and Samut Sakhon. More than 230 participants, most of whom were personnel from provincial and local government bodies, were trained on migrants' specific con-

ditions and capacities in disasters, and on ways to account for them in their work. Migrant representatives were also involved in the trainings.

The training sessions were designed around participatory, active methodologies, with the aim of allowing participants from different agencies to share their experiences and to build a network of emergency preparedness, response and recovery practitioners. Practical exercises based on local crisis scenarios enabled participants to understand and to test roles and coordination procedures in emergency response.

Following these trainings, DDPM decided to include a three-hour version of the course in their regular induction training for senior level officers at the Disaster Prevention and Mitigation Academy. The course is expected to help DDPM officers identify measures they can take to improve migrants' emergency preparedness and to assist them in future disasters.

The training workshops also informed the development of a set of standard operating procedures (SOPs) for the coordination of all stakeholders relevant to assisting migrants in disasters (such as civil society organizations, private sector actors and representatives from the migrants' host countries). The SOPs detail the roles and responsibilities of the various stakeholders in a disaster and the measures each should take before, during and after emergencies to ensure protection of and assistance to migrants. DDPM is now working to adapt the SOPs for use by government agencies at different administrative levels.

A neighborhood affected by the 2011 floods in Thailand. © IOM 2011

Conclusion and recommendations

The capacity-building project described in this chapter is the first step in a learning process to improve stakeholders' understanding of the correlation between specific vulnerabilities of migrants and disaster management practices in the country. Throughout this process, and in order to ensure the longer-term sustainability of these efforts, it has been essential to have the full engagement and buy-in of key governmental authorities (and particularly of the institution in charge of disaster risk management – in this case, DDPM). However, it is also extremely important to involve and coordinate with a variety of other actors, including civil society organizations and institutions of migrants' countries of origin (such as consulates and embassies), in order to enable more effective, comprehensive responses – which was a main outcome of the project. Lastly, while enhancing understanding and capacities of mandated disaster management actors may be necessary to build a positive environment to address the issue of migrant-inclusive disaster risk reduction, it is essential to build the capacity of the migrants themselves, as well as their representatives and groups, in order to prevent, prepare for and respond to disasters. This is therefore one of the main options currently being explored to follow up on these activities.

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Challenges in Implementing Measures to Adequately Protect Migrants in Emergencies in Mexico

Jessica López Mejía[1]

Introduction

Two main factors allow us to fully understand the challenges faced by the Government of Mexico in assisting migrants in the context of emergencies. First, unlike other member States of the Organization for Economic Cooperation and Development, Mexico did not have a goal-oriented plan of action to address immigration issues until 2014. Second, while the country's long tradition of emigration has led over the years to the implementation of a number of measures to protect Mexican nationals abroad, the complexity of the migration phenomenon in Mexico has long remained poorly understood.

In 2014, however, Mexico shifted to a new framework as the first public policy on migration was established: civil society actors, academics, governmental authorities and the migrants themselves played a key role in identifying the needs that had to be addressed and the rights that had to be upheld under the new policy. The guidelines that now inform national action demonstrate a clear commitment to establishing coordination mechanisms on migration management, which has led to the development of a long-term agenda aimed at guaranteeing the effective exercise of rights for migrants in their places of origin, transit, destination and return.

This shift led to the development of the Special Programme on Migration 2014–2018 (Programa Especial de Migración, or PEM), under which the principles enshrined in the Migration Law (2011) for the protection and integration of internal and international migrants are to be implemented. However, three years after its publication, the implementation of this comprehensive vision on migration has yet to overcome the obstacle of limited institutional capacities at the local level.

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[1] Policy Director for Protection and Integration of Migrants at the Migration Policy Unit of the Ministry of Interior of Mexico.
Contact: **jlopezm@segob.gob.mx**

Capacity-building efforts under the Reducing the Vulnerability of Migrants in Emergencies project

In order to address these issues, over the last couple of years the Government has begun establishing communication and collaboration channels with other actors, which have been extremely valuable in identifying the main lines of action and in linking up with local stakeholders and representatives from communities where migrants reside or are in transit. In particular, this is how cooperation with the International Organization for Migration (IOM) for the implementation of the Reducing the Vulnerability of Migrants in Emergencies project was established.

The first outcome of this collaboration was an assessment of the specific conditions of migrants' vulnerability and exposure to social and natural hazards in Mexico. This included both migrants in transit through, and those temporarily or permanently residing in, the country. This work has facilitate d the convergence of the Government's approaches to migration (as defined by the recently adopted normative and programmatic frameworks, which recognize migrants' welfare as the focus of public action from the perspective of equality and non-discrimination) and to risk management (the framework under which national and local authorities operate to protect the population against disasters caused by natural hazards).

Mexico has long had information on the diversity of the migrant populations and their needs, as significant efforts have gone into building a picture of the transit of migrants with irregular status through the region, including by understanding timing and patterns of their movements, and the migrants' socioeconomic and professional profiles. However, these efforts have not traditionally been complemented by an understanding of the hazard features of main areas of transit and destination, nor by an assessment of the risks migrants face and of the institutional capacity of local authorities to assist them in case of need. As a consequence, support networks of non-governmental actors have not been fully integrated in risk reduction and management mechanisms.

In 2016, the IOM-led project brought together national and local authorities, as well as representatives from civil society and academia, in four cities in Mexico (Tapachula, Chiapas; Chetumal, Quintana Roo; Mexico City; and Tijuana, Baja California) to broadly discuss how to incorporate migrants into prevention and preparedness programmes. These meetings highlighted the need to: (a) establish permanent channels of communication among risk management actors and the authorities responsible for protecting migrants (for example, Grupos Beta of the Instituto Nacional de Migración); and (b) allocate more financial and human resources to support civil society-managed shelters that temporarily receive the populations in transit and that do not usually have sufficient capacity to respond to crisis situations in a comprehensive, effective manner.

In addition, the meetings offered a snapshot of the implementation of the country's migration policies: although all response actors provide emergency assistance without discrimination based on nationality, ethnic origin, language proficiency or immigration status, as explicitly established by PEM, the principles of protection and effective integration have yet to translate into comprehensive measures and actions adapted to the specific needs of both the migrant population and their host communities.

Based solely on these challenges, it might seem that Mexico has not made sufficient progress in adopting measures to strengthen local and national capacities to adequately protect migrants in emergencies. However, both the Migration Law and PEM include the principles outlined in the *Guidelines to Protect Migrants in Countries Experiencing Conflict or Natural Disaster,* and the idea that the Government of Mexico has the responsibility to protect internal and international migrants on its territory drives the design and implementation of actions at the national and local level.

In this context, the training activities rolled out as part of the Reducing the Vulnerability of Migrants in Emergencies project corresponded well with Mexico's overall coordination efforts to respond to the challenges associated with the current regional and international migration situation. Personnel from the National Center for Prevention of Disasters (CENAPRED) and Grupos Beta, along with representatives from local governments and civil society organizations, participated in a

series of workshops entitled “Including Migrants in Disaster Prevention, Preparedness and Response” in Tapachula, Tijuana and Mexico City. The involvement of different stakeholders contributed to an improved understanding of the roles and responsibilities of local actors, and in particular allowed for improved coordination between Grupos Beta and the Mexican National Civil Protection System, and between the Mexican authorities and the consular corps of the migrants’ countries of origin.

In this context, the training activities rolled out as part of the Reducing the Vulnerability of Migrants in Emergencies project corresponded well with Mexico’s overall coordination efforts to respond to the challenges associated with the current regional and international migration situation. Personnel from the National Center for Prevention of Disasters (CENAPRED) and Grupos Beta, along with representatives from local governments and civil society organizations, participated in a series of workshops entitled “Including Migrants in Disaster Prevention, Preparedness and Response” in Tapachula, Tijuana and Mexico City. The involvement of different stakeholders contributed to an improved understanding of the roles and responsibilities of local actors, and in particular allowed for improved coordination between Grupos Beta and the Mexican National Civil Protection System, and between the Mexican authorities and the consular corps of the migrants’ countries of origin.

One of the main risk factors for migrants in Mexico may be linked with limited capacities to adequately meet their needs in emergencies. However, these training and coordination activities have made it possible to develop for the first time a more comprehensive assistance network: Grupos Beta now participate fully in discussions and decision-making on civil protection so that migrants can be more effectively accounted for in prevention, preparedness and response planning at the local level. Likewise, Grupos Beta personnel now work to share information with civil society shelters so that migrants can access first-hand information on risks and emergencies and be better aware of their rights. This work has also laid the groundwork for enhancing migrants’ trust in relevant institutions and for reducing migrants’ fear of rights abuses and exploitation.

Outstanding challenges and future plans

The next step — and a major challenge for the Government of Mexico — is to effectively integrate migrants into contingency plans and post-disaster recovery efforts, as well as to empower them in the exercise of their social rights. This requires focusing efforts even more at the local level in order to establish administrative mechanisms that can effectively achieve the objectives of the relevant norms and frameworks — namely, eliminating discrimination linked to migrants’ status and characteristics in the provision of basic services, adapting the way institutions work in order to include migrants as people entitled to social benefits, and, above all, institutionalizing what have so far mostly been isolated good practices (for instance, on issues such as effective and inclusive communication that considers the specificities of people with disabilities or those not proficient in Spanish).

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The design and roll out of national and local indicators on the inclusiveness of protection systems is key to supporting the process. It is also necessary to implement a long-term, sustainable strategy for the exchange of good practices between federal and local authorities in order to identify the effects of mitigation actions on reducing the impacts of emergencies on migrants.

The establishment of this institutional framework to adequately protect migrants and to allow them to exercise their rights in their host communities must be informed by a comprehensive, truly multi-hazard perspective. Mexico has a large territory experiencing everyday crises due to, for instance, the limited opportunities to access shelter or basic public services in certain areas. These crises erode the cohesion of communities and may result in episodes of social violence, discrimination and xenophobia.

For Mexico it is now time to build on the lessons learned through the activities to move to a more comprehensive management of migration and to the creation of spaces for the participation of migrant communities in policymaking. This will help generate public policies that improve the response of the whole society to emergencies and reestablish trust between public authorities and social actors.

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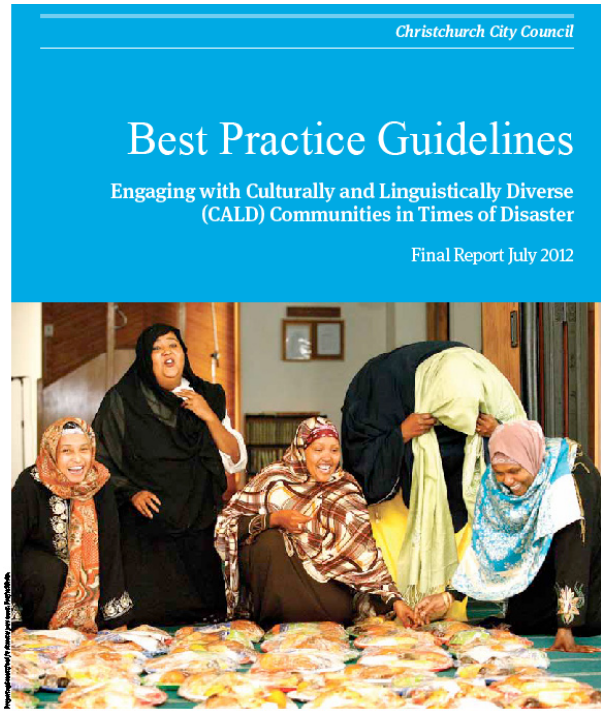
Community Language Information Network Group

Lesley Campbell, Maria Fresia, Nicki Reece, Shirley Wright and Janette Philp[1]

Introduction and context



Best Practice Guidelines published in July 2012 for CLING.
The cover of this publication features Somali women contributing to the recovery by preparing and distributing food to those on cordon duty in Christchurch's devastated central business district after the February 2011 earthquake. Cover photo © Derek Flynn 2012 (photo: Derek Flynn).

In 2010 and 2011, the city of Christchurch and the Canterbury Plains area of New Zealand experienced a sequence of earthquakes and aftershocks. As a result of these earthquakes, 185 people died, several thousands were injured, and there was considerable damage to buildings and infrastructure. The psychosocial and economic impacts of this disaster have been far-reaching for the members of the Christchurch community.

It was within the context of this disaster that a local inter-agency forum, comprising representatives from agencies working with refugee and migrant groups, recognized that emergency and recovery information was inaccessible to many within Canterbury's culturally and linguistically diverse (CALD) communities. The forum identified a number of communication barriers, including:

- Information was not communicated in plain English;
- One-size-fits-all messages did not facilitate understanding by groups from a diverse range of cultures and background experiences;
- Professional interpreters were not being used;
- Few, if any, of the messages were being translated, and stakeholders sought guidance about which languages to choose for translating materials;
- More action was needed to connect with local CALD groups to enlist their assistance with tailoring messages, appropriately distributing information and assisting with the recovery effort within their own communities and the broader community.

In order to address these communication and information needs, the Community Language Information Network Group (CLING) was established in March 2011. This chapter outlines CLING's post-disaster immediate and longer-term risk reduction achievements, the impact its information and communication strategies have had on stakeholders and the lessons learned during the six years since CLING was established. The chapter concludes with key recommendations for others who may be confronted with similar circumstances in the future.

[1]All authors are affiliated with the Community Language Information Network Group. Corresponding author: Dr Lesley Campbell, 4 Godfrey Place, Ilam, Christchurch 8041, New Zealand. Contact: **camfam1@slingshot.co.nz**

About CLING and its communication and information strategies

CLING is a multi-agency group that seeks to disseminate advice and resources on best practices for engagement and communication between government and community agencies and CALD communities. Currently, CLING comprises members from Interpreting Canterbury; the Christchurch City Council; the Human Rights Commission; Community and Public Health, the Canterbury District Health Board; Pegasus Health; Christchurch Resettlement Services; the Christchurch Migrants Centre; Immigration New Zealand; the New Zealand Red Cross; the Ministry for Pacific Peoples; and Plains FM 96.9 Community Access Radio.

During the first three years of operation, CLING's strategies largely focused on improving the quality of communication with and public information for multicultural communities within the context of post-disaster settings. The main strategies implemented are described in the following three subsections.

Enhancing the accessibility and reach of information to CALD communities in emergency situations

Receiving accurate information about a disaster and the recommended responses is critical for people's health, safety and recovery. Yet such public information did not reach, or was inaccessible to, many of Canterbury's CALD communities after the earthquakes. There were reports that people from these communities did not receive information to prevent illness and injury (such as recommendations to boil contaminated drinking water, avoid waterways containing raw sewage, and "drop, cover and hold") in earthquakes. Moreover, many people from CALD communities did not receive preparedness messages, such as advice about assembling emergency survival items. Nor did they receive information about grants and insurance claim procedures that were intended to facilitate families' relief and recovery efforts.

CLING acted quickly in response to these issues, designing and distributing procedures to effectively get information to CALD communities. These procedures are summarized in a pamphlet that includes a priority list for language translation based on Christchurch's demographics and the vulnerability of different groups, identifying Chinese, Samoan, Korean and Arabic as the highest priorities. It provides tips about making English easier to understand, particularly when it is going to be translated, and explains how to distribute information.

In addition, CLING also arranged for: (a) emergency information to be communicated to CALD communities via the local access radio station; (b) pertinent health information to be translated into 14 languages; and (c) interpretation services to be provided at CALD community briefings, delivered by Civil Defence Emergency Operations Centre staff.

"Danger raw sewage" message written only in English, located near the Kaiapoi River in greater Christchurch, in February 2011. Despite warning notices in English, people from CALD communities reported using river water for household tasks.
© Community and Public Health, Canterbury District Health Board 2011.

Enhancing the effectiveness of engagement and communication between government and non-government agencies and CALD communities

CLING designed and disseminated a set of procedures for using language and sign interpreters. These procedures include: (a) reasons for preferring professionally trained interpreters rather than untrained interpreters such as family members or bilingual speakers in the community; (b) how to decide if an interpreter is needed; and (c) how to access and work with professional interpreters. By providing such information, CLING sought to enhance the effectiveness of the interactions between the various agencies operating during the recovery period and members of CALD communities.

Researching and disseminating best practices for engaging with CALD communities during the rescue, recovery and rebuild post-disaster phases.

An analysis of the effectiveness of local and national government agencies' engagement with CALD communities during the aftermath of the Canterbury earthquakes suggested that more action was needed to identify and disseminate best practices.

In order to meet this need, a research project was initiated by CLING. The final research report was published in 2012. It included recommendations for agencies and CALD communities that should result in better engagement during and after disasters. Wylie (2012:42) notes that the key message of the report was that "if you want to communicate well with CALD communities following a disaster don't wait until something really bad happens. Get to know them now – build a relationship with CALD communities based on mutual trust, respect and understanding".

Over the past four years, CLING has disseminated the best practice messages encapsulated in the research report to multiple national and international stakeholders, including New Zealand public sector management, those attending the 2014 New Zealand Human Rights Commission Diversity Forum, and those from multiple international jurisdictions who attended an online seminar organized by the Migrants in Countries in Crisis Initiative. These messages have also been shared with local organizations and people from CALD communities via presentations and posters.

More recently, CLING's activities have focused on initiatives that support the internationally recognized human right for people to use and receive information in their own languages. Efforts have centred on advocacy and building cultural competence within human service agencies, as listed below.

- In September 2012, the Canterbury Earthquake Recovery Authority administered the first in a series of semestral surveys that collected data on the self-reported well-being of greater Christchurch residents. In order to foster inclusion, accessibility and participation, CLING contacted the Authority and subsequently helped to improve the accessibility and relevance of the content of the survey for CALD groups. In addition, CLING mobilized people from local Afghan, Bhutanese, Chinese, Ethiopian and Korean groups to meet in group settings and supported them to complete the survey with the assistance of interpreters.
- In June 2016, CLING participated in a consultation on the Christchurch City Council's draft of the strategy paper Christchurch Multicultural Strategy 2017–2021: Our Future Together.
- CLING collated evidence from the research literature on the need for professional interpreters for members of CALD communities who sought assistance from psychosocial services. This evidence base was used by a local alliance of over 40 agencies to access financial resources from a local funding body to purchase interpretation services. Members of CLING also delivered a one-day cultural competence seminar to support staff from these agencies to work more confidently and effectively with people from refugee and migrant backgrounds.
- CLING recently partnered with the University of Canterbury Internship Programme to explore the barriers faced by CALD communities in New Zealand when accessing information from government and non-government agency websites. Of the 29 websites studied, few provided information in languages other than English, and where information was translated into other languages it was difficult to locate. Recommendations included translating materials of interest to CALD communities, ensuring such materials are easily accessible, and communicating clearly that professional interpreters are available when required. In the longer term, this study recommended a full translation of the Government of New Zealand website (www.govt.nz), which includes advice on using a range of government services.

Reflections on impacts, challenges and lessons learned

The Canterbury earthquakes provided the impetus for making changes to the way in which government and non-government agencies engaged with members of CALD communities. Previously "invisible issues" surfaced and provided CLING's members with opportunities to work with others to further ensure that people's right to communicate in their own languages be upheld.

Helping to meet the communication and information needs of Canterbury's CALD communities has involved both challenges and rewards. Despite the ever-increasing diversity of ethnicities, cultures and backgrounds in New Zealand, the particular needs of non-English speaking people and their inclusion in recovery and reconstruction activities after disasters are often overlooked. Even when agencies have ethnic strategies and policies, these are not always implemented.

Despite these challenges, CLING's strategic actions over the past few years have had an impact. The various published guidelines have been included in New Zealand's civil defence and emergency management strategy and have attracted international interest. Findings from research studies have guided continuous quality improvement actions within agencies that work with people with a refugee or migrant background. The cultural competence of the helping sector workforce is growing and agencies are increasingly engaging professional interpreters as part of their practice.

For CLING, there are two main lessons regarding the capability required to respond to the information and communication roadblocks experienced by people from CALD communities in post-disaster settings. First, it is important to have a small group of people from locally based government and community agencies who have established connections with CALD groups and each other, and who are committed to do the work required to further the group's mission. The outputs delivered by CLING would not have been possible without the policy, research and operational capabilities that group members brought to the work and the financial resources provided by some of their employing agencies.

Second, CLING's experience suggests that the need to advocate for the right of people to receive communications in their own language continues long after the disaster relief and recovery phases have ended. The knowledge and skills gained by CLING in the aftermath of the Canterbury earthquakes remain relevant and in demand for the longer-term work emerging from the ever-changing local and national policy environment.

Recommendations

For others seeking to develop a structure and strategy similar to those adopted by CLING following the Canterbury earthquakes, it is recommended to:

- Develop connections and trusting relationships with CALD communities before a disaster occurs;
- Continuously work on building cultural competency within organizations before and after a disaster occurs;
- Provide information about disaster risk mitigation activities in accessible and tailored forms (such as radio, television, translated materials and interpretation services) and ensure that such multilingual messages delivered via multiple channels are an integral part of a country's civil defence and emergency management strategy and widely disseminated across CALD communities;
- Support people from CALD communities to take part in, and contribute to, their own recovery and that of the wider community. Such contributions provide people with a sense of belonging and make them more resilient.

Community Access Radio, located in central Christchurch, was a critical medium for members of various CALD groups to reach their own communities in their own languages. © Community Access Radio Plains FM 96.9 2011 (photo: Nicki Reece)

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Refugee Resettlement and Disaster Risk Reduction

Jay Marlowe[1]

©flickr/Bernard Spragg. NZ — Former City Council Offices.Christchurch.FZ200. (CC0 1.0)

This chapter presents a case study on resettled refugees living in Christchurch, New Zealand, and their perspectives and responses to the Canterbury earthquakes of 2010/2011. The case study highlights important indicators for effective disaster risk reduction (DRR) relating to communication, gender, leadership, community politics and wider societal relations with resettled refugees. Implications for other localities and contexts through community-based participatory approaches are emphasized.

On 22 February 2011, the most destructive of the earthquakes occurred near the city of Christchurch, causing 185 fatalities and widespread destruction to the city. Several years later, the recovery process is continuing, with ongoing challenges relating to housing, infrastructure and planning. As Christchurch was a key refugee resettlement site, the research project upon which this case study is based was aimed at ascertaining how several different refugee communities responded to and perceived the earthquakes.

[1] Associate Professor, University of Auckland. Contact: **jm.marlowe@auckland.ac.nz**

flickr/Bernard Spragg. NZ — Aftermarth of Christchurch earthquake. (CC0 1.0)

Main issues in disaster risk reduction

The term "refugee" is often one that assumes a level of vulnerability. While the United Nations definition relates to a well-founded fear of persecution, it is important to recognize that understandings of vulnerability do not translate into an automatic label that limits people's agency and capacities to contribute to DRR. Simply stated, refugees should not be seen as indelibly vulnerable. In fact, they may have capacities and forms of resilience that can inform DRR for themselves and the wider community.

When working with refugee background groups with a focus on DRR, some of the other main issues relate to the following:

Language: People from refugee backgrounds may not speak the language of the host society, which may be the only language in which disaster related information is communicated. This reality can affect people's knowledge of particular hazards and how they might respond. The need for reliable interpreters and translated resources is central to ensuring that perceived risks align with the actual risks associated with a given locality.

Gender: Disasters can impact men and women in different ways. Some cultural groups may have clearly defined gender roles that determine the ways in which men and women can respond and how resources may be distributed. Ensuring that a gender based lens is maintained is crucial for DRR, particularly in cross-cultural interactions where understandings of other groups' gender roles and associated power dynamics may be limited.

Discrimination: According to Gaillard (2010), disasters are extensions of everyday hardships. While refugees have many sources of resilience and capacities, these can be negated through exclusion from or discrimination in accessing employment, education, health and other key services. Maintaining an awareness of how politicians, government institutions and non-governmental organizations influence refugee settlement opportunities alongside understanding people's experiences helps to develop a nuanced analysis of risk, resilience and pathways to recovery.

Mental health and trauma: While the forced migration journey can be a risk factor for negative mental health outcomes, it is necessary to recognize that the majority of refugees do not experience major mental health problems. However, the experience of significant trauma can make some refugees more vulnerable in a disaster context through re-traumatization and possibly reduced coping skills. In these circumstances, ensuring that people are connected to their local community and support services is crucial.

Impacts and lessons learned

This 18-month study involved conducting 11 focus group discussions and 32 interviews with people from the Afghan, Bhutanese, Eritrean, Ethiopian, Kurdish and Somali communities to ascertain how they perceived and responded to the Canterbury earthquakes. Overall, the 112 participants highlighted that refugee background communities share much in common with the wider population in terms of what supports recovery and resilience after a major earthquake. This includes the importance of returning to normal routines, finding work, feeling that one belongs and recreating a sense of safety. Some additional considerations, however, were also found to be important:

- Communities that had an established meeting centre before the disaster seemed to cope better than those without access to such centres. For those who lost their centre in the earthquake, their ability to cope improved markedly once they secured a place to meet and support one another.
- Gender is a very important consideration, as men, women and children will experience a disaster differently — a human rights lens can help unpack these dynamics and ensure that particular rights (such as the right to work, health and education) are adaptable, accessible, available and affordable to diverse groups.
- Competence in the host society's language is central to receiving accurate and reliable information about a particular disaster and where people can access resources. Ensuring that community leaders and organizations are connected to each other can help make certain that this information is widely disseminated.
- Social media is one tool to engage refugee background communities but it is not sufficient on its own. In particular, young people can help connect community members to important sources of information, but this is only a partial strategy that must be augmented by other forms of communication.
- Communities that have been resettled for longer periods of time may be more likely to have professional and broader networks that can help them survive and thrive in times of disaster. Larger community groups (often defined by to provide support. However, these assumptions are not ethnicity or religion) may also be more likely to be able always true and highlight the need to understand the settlement context of each refugee background group.
- The ways in which refugee communities responded to the earthquakes changed over time. Initially, participants noted that the earthquakes created a situation in which they came to know their neighbours (from other ethnic groups) for the first time and this helped with coping. However, only 12 months later participants stated that this interaction had ceased and that, predominantly, their primary support was from their ethnic based community.

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Recommendations

This case highlights the importance of thinking about the ways in which people from refugee backgrounds live their everyday lives — long before a disaster occurs. This study makes the following actionable recommendations for host country actors such as those working in service delivery, research and DRR policy:

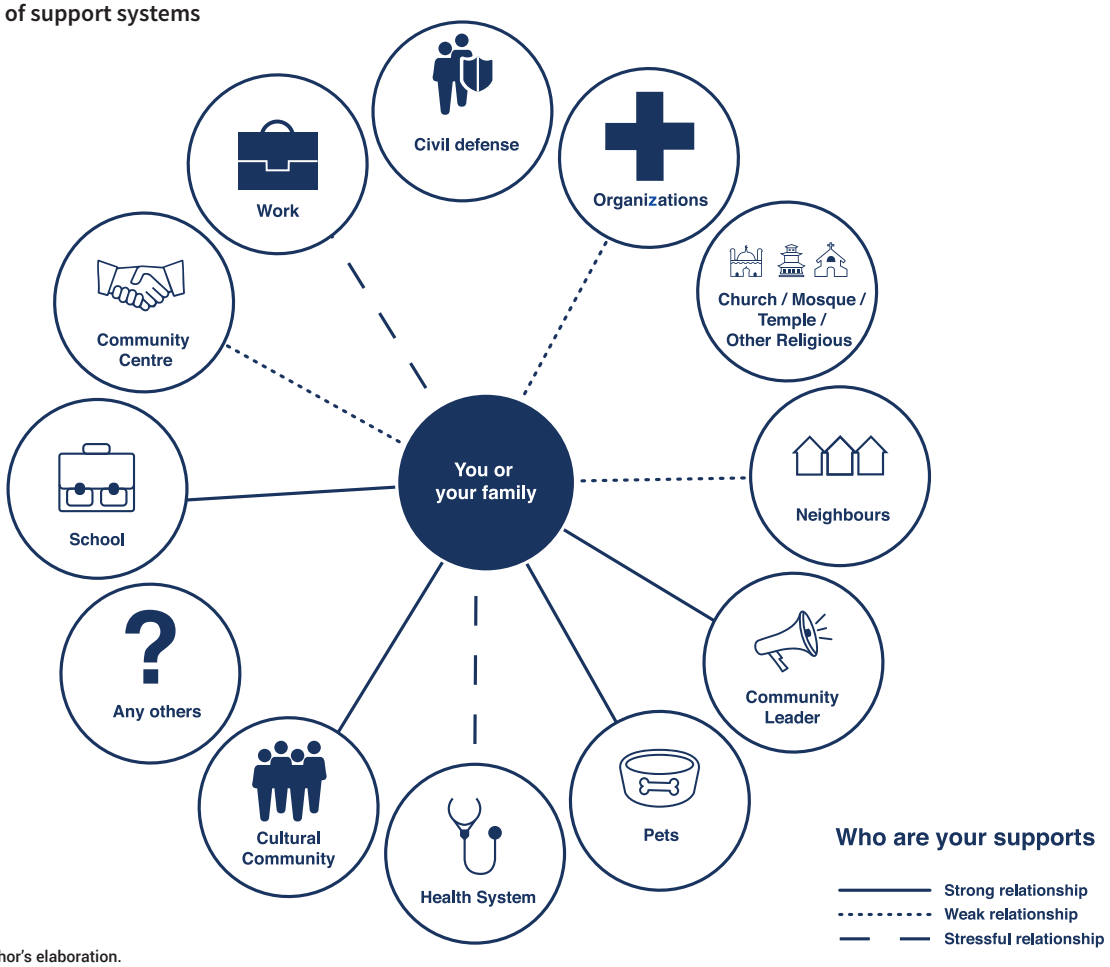
- Get to know the community leaders in the geographic area of focus. Who are they and how might their roles and associated power relate to gender, age and other markers of identity? What are their preferred forms of interaction? Make sure you understand the politics within a community — for instance, there may be a number of different ethnic groupings from a particular country that do not necessarily get along.
- The use of refugee background peer researchers can be helpful in gaining access to communities and deeper levels of knowledge through their trusted networks. While working with these collaborators involves additional dynamics that need to be navigated, it further builds community capacities and provides a basis to ensure that the analysis of the research and the potential outcomes of the research activities are more likely to resonate with community experiences and understandings.
- Using participatory approaches can help ascertain community knowledge about particular hazards and how the community members might respond should a disaster occur. Two methodologies (illustrated below) have been used with refugee background groups who do not speak English.

The first approach is a proportional piling exercise where individuals and/or community groups can vote by placing stickers on which hazards are of the greatest concern to them. This exercise can help establish perceived dangers against actual risks and a particular community's knowledge base as it relates to disasters.

Proportional piling exercise to place votes on hazards of greatest concern

The second approach is a mapping exercise called an eco-map, which can be done in any language with the assistance of community endorsed interpreters. Ecomaps can encourage participants to note their important relational, cultural and institutional support networks and the associated strength of the connection (such as strong, weak or stressful). This can help identify possible conditions of vulnerability in a disaster and where people would go for support during a major event.

Ecomap of support systems



Source: Author's elaboration.

These exercises can help communities map out their support systems and also place them spatially. Participants can then think through where their children might be and how they might respond to particular hazards, where they would go and whom they would contact. Having civil defence and emergency response professionals attend these exercises can be helpful as they can answer questions from community members, provide accurate and reliable information about hazards, and establish collective plans to prepare for future hazards.

Conclusion

The United Nations High Commissioner for Refugees acknowledges that there are now the greatest number of forced migrants since the Second World War (more than 65 million people). Awareness of their presence is increasingly important to local and international groups tasked with DRR. The need to establish who is living in particular areas and the best approach to reducing disaster risk by working with culturally and linguistically diverse groups represents one of the greatest challenges and opportunities in an increasingly mobile world. Refugee background communities can and should be incorporated into DRR plans and policies. While it is important to remain aware of significant markers of vulnerability, it is also essential to consider their capacities and the ways that they can inform pathways to resilience for their communities and the wider society.

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Empowering Migrant Communities: A Step towards Inclusive Disaster Risk Reduction and Recovery

Lisette R. Robles[1] and Tomohiro Ichinose[2]

Social support from families and the community is key to addressing the damage and the lack of resources during disasters. But what happens to people who are affected by a large-scale disaster outside their home country, where their access to customary community-based and cooperative disaster responses is limited?

There is a preconceived notion that migrants and other foreign residents are more vulnerable in catastrophic situations. However, we neglect to see that they have capacities that make them resilient. This chapter is about the disaster experience and coping of a group of Filipinos in Japan during the 2011 great east Japan earthquake.

The Bayanihan Kesennuma Filipino Community and its disaster story

The Bayanihan Kesennuma Filipino Community (a group of Filipinos in Kesennuma, Miyagi, Japan) integrates in the host community by participating in many local activities. Here, members participate in the Kesennuma Port Festival on 10 August 2013. © Global Peace Foundation Japan 2013

According to the Statistics Bureau of Japan, Filipinos are the third largest group of foreign residents in the country, with 217,585 documented individuals. While it is easy to find Filipinos anywhere in the country, organizing the community during large-scale disasters may be challenging. The 2011 great east Japan earthquake highlighted this concern for migrants and showed there was a need to improve their resilience to disasters.

With such a large number of Filipinos in Japan, several collectives and other groups were already active in different cities and prefectures with the aim of providing fellow nationals in the area with support. One of these is the Bayanihan Kesennuma Filipino Community (BKFC), based in Kesennuma, Miyagi. It is a small and homogenous collective of 76 Filipino women living in the city, all married to Japanese men and integrated in Japanese households. The group is organized primarily to support other Filipinos living in the area, especially newcomers, offering guidance to help them settle and adjust to the local culture. Prior to the 2011 earthquake, BKFC members were already actively engaged in the local community, participating in intercultural presentations and volunteering in nursing homes for the elderly.

The 9.0 magnitude earthquake that struck in the afternoon of 11 March 2011 off the eastern coast of northern Japan triggered a massive tsunami that inundated areas up to 5 km inland. Kesennuma was not spared from its impacts, with a number of businesses and structures damaged or washed away. Heavy damage to communication and transportation infrastructures kept the area isolated for days.

Despite the numerous aftershocks, the damage left by the tsunami and the escalating threat from the nuclear radiation leak, only a handful of Filipinos in Kesennuma left temporarily for the Philippines. Temporary repatriation meant being separated from their family members; hence, most of them opted to stay, with a greater motivation to rebuild and recover after the disaster.

[1] PhD, Kanagawa, Japan. Contact: **lisette_robles@yahoo.com**

[2] Professor at the Faculty of Environment and Information Studies, Keio University, Kanagawa, Japan. Contact: **tomohiro@sfc.keio.ac.jp**

Migrant-inclusive response and recovery

In the immediate aftermath of the disaster, confirming people's safety was the priority for the family members and co-nationals of Filipinos in Kesennuma, as well as for families back home. Social media made it possible to have effective communication between Filipinos in Kesennuma, other concerned Philippines-based groups, and the Embassy of the Philippines in Japan.

A Filipino resident of Kesennuma who was stranded in Tokyo used social media to communicate with the rest of the Filipinos in Kesennuma. People within her networks picked up the post online, and the post became a key channel for the Filipino community in Japan to share information and to coordinate assistance for disaster-affected Filipinos in Kesennuma.

Confirming the safety of the Filipino residents and their families in the city was achieved through the coordination of Filipino community leaders in Kesennuma, representative from the Kesennuma municipal government, and the Embassy and the Consulate of the Philippines in Japan. Afterwards, with better-established connections and communications, the Embassy and disaster response groups were able to carry out support actions and distribute aid.

The extensive damage caused by the earthquake and tsunami constrained economic activities in the area. In the aftermath of the disaster, numerous external actors (civil society organizations, including support groups and disaster volunteers) assisted in supporting the affected residents. BKFC was among the groups approached by these actors to channel their assistance to the affected residents. In particular, three key projects initiated by civil society organizations resulted in long-term benefits for Filipinos in the area.

1. Disaster-relevant radio programme

In June 2011, a multilingual community broadcasting station from Kobe (FMYY) provided BKFC with technical facilities to record an Internet radio programme on the disaster's impact in Kesennuma, people's experiences and safety measures for future disasters. The programme was aired in a mix of Japanese, English and Tagalog. The Filipino residents of Kesennuma were initially hesitant to host the radio programme; however, it received good feedback from listeners and became an important venue for sharing ideas and experiences about the disaster.

2. Caregiver training

Various civil society organizations offered livelihood training to support foreign residents who had lost their source of income as a result of the disaster. Through the support of the Japan Association for Refugees, 24 Filipinos were trained and certified as caregivers. Currently, nine of them are working at senior citizens and welfare centres in the area.

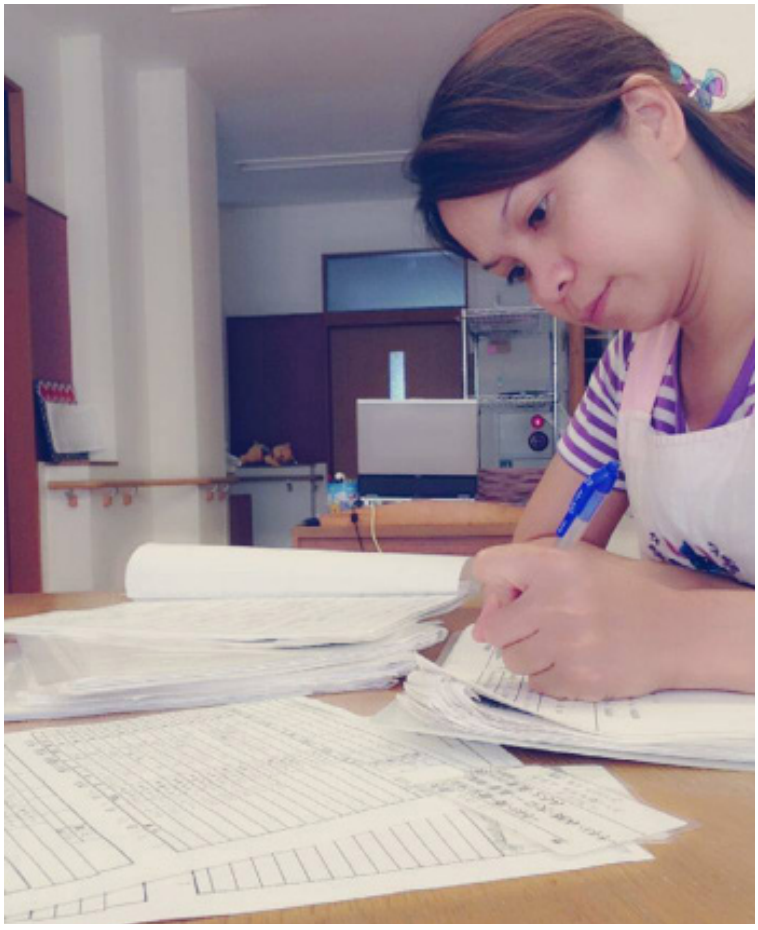
3. English teacher training

Filipinos in Kesennuma were able to take part in training sponsored by Social Enterprise Education and Language School for foreign residents in the disaster-hit areas of the Tohoku region. The training provided participants with certification to teach English to young learners from low- and middle-income families in the area.

In June 2011, members of the Bayanihan Kesennuma Filipino Community take part in an Internet radio programme to share their experiences of the 2011 disaster and discuss disaster prevention. They spoke in Filipino, English and Japanese. © Global Peace Foundation Japan 2013

Through these activities and trainings, Filipinos in Kesennuma were able to acquire diverse skills and start anew after the disaster. In addition to providing employment opportunities for the affected foreign residents, these interventions also created opportunities for social care and learning for the members of the local community.

At present, BKFC continues to support Filipinos living in the area. According to narratives of the Filipino residents, the disaster was an opportunity to increase their social connections. Before the disaster, the majority of Filipinos in Kesennuma had regular contact only with their family members, friends (who are often also Filipinos), neighbours, city representatives or people attending their church. Following the earthquake, their networks expanded through more frequent contact with their embassy, other Filipino groups in Japan and their local government. While not all members of BKFC have the same degree of interaction with these external actors, some are acknowledged leaders who maintain these communication channels and pass along information to everyone else. The story of BKFC shows how disasters can create opportunities for empowering migrants through inclusive, sustainable disaster risk reduction and recovery efforts.



From working with fish to working with people: Marivel Gunshi was employed in a fish processing plant that was wiped out by the tsunami in 2011. She is one of the foreign residents who received caregiver training after the disaster. She now works in a senior citizens home in Kesennuma. © Global Peace Foundation Japan 2013

“Since the 3.11 [disaster], we have come to know people from all walks of life. Even though we were devastated, that does not mean we are [greatly] vulnerable. In fact we gained some advantages. Our network has grown wider in scope, and as for our work, our status has improved.”

Rachel, a Filipino resident of Kesennuma, 2015

Observed good practices

Pre-disaster

- Having a collective of co-nationals. An accessible network of co-nationals provides support among people of the same nationality or similar cultural background.
- Establishing linkages between the migrant community and local groups and actors in the host country. The inclusion of migrants in intercultural and other activities creates opportunities for them to engage with other members of the community prior to a disaster.
- Pre-existing connections between the local government and consulates/embassies create better opportunities for migrants to be accounted for and supported by formal institutions and agencies.

Response and recovery

- Identifying a leader of the migrant collective. The presence of a leader can help highlight everyone's concerns, better communicate the group members' needs to response and recovery actors, and disseminate information to the group more effectively.
- Providing sustainable opportunities. The post-disaster trainings that the migrants received were not meant to address their immediate needs but were opportunities for personal and economic development that lasted beyond the recovery period.

Recommendations

For migrants

- Strengthen connections with co-nationals. Inclusion in co-national collectives can enhance migrants' adjustment in the new country of residence, as this establishes a support network with whom they can connect – in normal times as well as in times of disaster. In addition, participation in locally sponsored activities and projects improves multicultural exposure and integration. More than creating networks, people are engaged in cultural exchanges.

For formal institutions (both embassies/consulates and host-country institutions)

- Carry out disaster preparedness workshops for newly settled migrants. Regularly including newcomers in targeted workshops and exercises can help them be better informed on preparedness and response measures and build interactions with other members of the community.
- Identify and establish connections with the various migrant groups. Knowing the key persons with whom to communicate supports the more effective dissemination of information. More so, leadership can be entrusted to migrant community members to effectively echo announcements and streamline concerns.t

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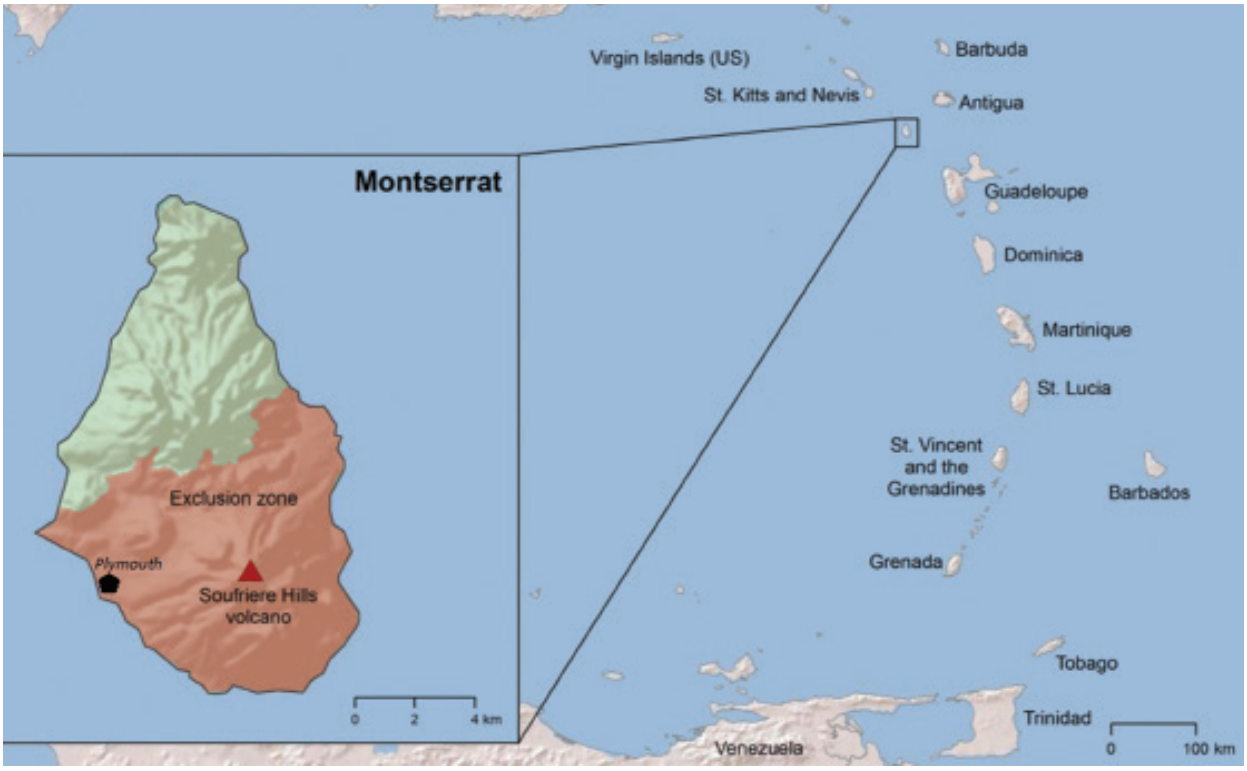
Immigration in Montserrat after the Volcanic Disaster: A Tool and a Challenge for the Recovery of the Island

Charlotte Monteil[1] and Peter Simmons[2]



Source: Wilkinson, 2015.

The year 1995 saw the beginning of 15 years of intermittent volcanic activity on the Caribbean island of Montserrat, a British overseas territory.

The population living close to the Soufrière Hills volcano in the south of the island was progressively evacuated to the safer but underdeveloped north. In 1997, the capital city of Plymouth was buried by pyroclastic flows (see photo). Soon afterwards, because the situation was so uncertain, the Government of the United Kingdom decided to support the relocation of the population to the United Kingdom. In the following 12 months, the island lost nearly 75 per cent of its population, which dropped from 10,324 in 1995[3] to only 2,742 in 1998[4], as people left for the United Kingdom and other destinations (see figure 2). Since 1998, the government of Montserrat has strongly encouraged immigration to re-establish the economic and social viability of the island, leading to a progressively changing population structure. The population has stabilized between 4,000 and 5,000 people, half of whom are estimated to be non-nationals. Most of these non-nationals are workers from Guyana, Jamaica and the Dominican Republic, together with smaller numbers from neighbouring Caribbean countries.

[1] PhD student, University of East Anglia, United Kingdom. Contact: **c.monteil@uea.ac.uk**

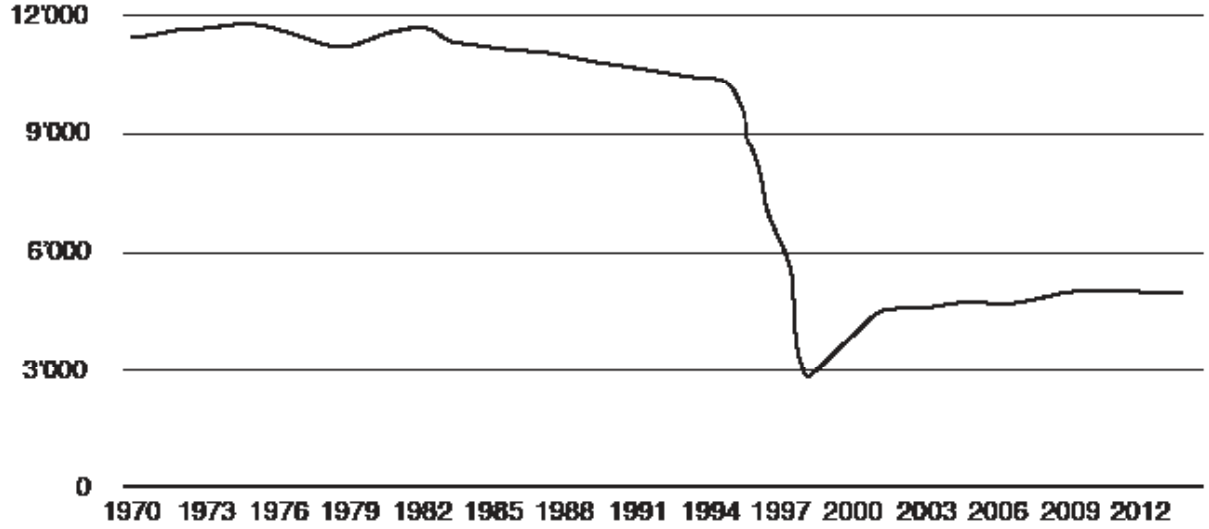
[2] University of East Anglia, United Kingdom. Contact: **p.simmons@uea.ac.uk**

[3] The figure is a mid-year population estimate and was provided by the Montserrat Statistic Department in 2016.

[4] The figure was given during an interview in January 2017 with the person who was Information Coordinator for Emergency Operations in 1998 and in charge of the door-to-door population census.

Capital city Plymouth, buried by pyroclastic flows in 1996. © Charlotte Monteil 2017

Population change, 1970–2014



Source: Montserrat Statistics Department, 2016.

A three-year research study (2014–2017) was conducted to provide a better understanding of the process of recovery and the role of immigration in the redevelopment of the island. In the course of nine months on the island, data were collected through: formal and informal interviews with decision-makers, disaster management agencies and members of different national communities; focus group discussions with community members; and ethnographic observation.

The research highlighted the vital role of immigration in the continuing recovery during and after the series of eruptions. Immigration has helped to revive the island both economically and socially. However, the rapid and relatively unmanaged increase in immigration following the relaxation of immigration controls has also led to significant new issues, in particular the social and political marginalization of the newcomers, which could eventually hinder the whole recovery process. Importantly, the persistent marginalization of immigrants also leads to their greater vulnerability to natural hazards, especially hurricane and volcanic hazards.

The role of immigration in the recovery process

Immigration, by contributing to demographic recovery and supporting rebuilding in the north, supports the dynamic of "moving forward", a process that has been very difficult for the Montserratian population, many of whom feel traumatized by years of uncertainty and the destruction of livelihoods.

Immigration is mainly justified on the grounds of economic need. The departure of a large number of Montserratians led to shortages of labour in the construction and household services sectors, as well as skilled workers. Today, the island still recruits a large number of teachers, nurses and police officers from abroad. Non-nationals are also more willing to accept less prestigious and low-paid jobs, thereby supporting the economic and social functioning of the island.

A direct effect of the destruction of the south of Montserrat is that the above-mentioned traumatization of many Montserratians, who have lived with the volcanic crisis and the social disruption and uncertainty it has created, has manifested itself in an unwillingness to take economic risks and to invest in dynamic sectors. Conversely, Jamaicans and Guyanese immigrants have said that they decided to move to Montserrat to "accomplish something": working and earning money are their priorities, pushing them to take more risks and therefore to contribute to the development of the private sector in Montserrat. While Montserratians dominate the governmental sector, immigrants play a major role in revitalizing the private sector and making the island economically attractive. They also bring a new vision of what Montserrat should be – not based on what Montserrat was before 1995, but rather based on the current assets and constraints faced by the island, thus stimulating a more realistic and sustainable recovery.

Difficulties of integration and vulnerability of immigrants to volcanic hazards

The relocation of the population to the north of the island has considerably reduced exposure to most volcanic hazards – except ash fall, which can occur all over the island. However, economic activity in the exclusion zone is gradually increasing. This includes ash mining, weekly tourist excursions, and development work for a proposed geothermal plant. This activity directly exposes workers and tourists to the risk of volcanic hazards, thereby entailing risk not only to the livelihoods of individual workers but also to the national economy. In addition, the whole island is exposed to other natural hazards, such as hurricanes, earthquakes, droughts and floods. Efforts to enhance capacities to face hazards and to reduce vulnerability are therefore essential.

Despite its major social and economic role, immigration is still seen mainly as a tool for recovery, with little consideration for the social and cultural changes that accompany it. The post-disaster period is a very challenging time, with

scant resources and conflicting priorities, so most of the efforts have been concentrated on physical and economic recovery – the social problems faced by immigrants have not been among the main concerns. The integration of new immigrant communities into all sectors of the society is still very limited and tensions regularly emerge between nationals and non-nationals.

Montserratians commonly characterize immigrants with stigmatizing stereotypes: Jamaicans are said to bring violence to the island and are quickly accused in cases of robbery, while women from the Dominican Republic are assumed to be sex workers. Many immigrants of all the main nationalities feel that their legitimacy in the society, access to employment and fair justice, as well as capacity to express their needs and difficulties, are affected by the strong stigmatization they face, all of which strongly impede the social recovery of the island. Expressions of anger among non-national communities are frequent when they face what some call the "lack of gratefulness" of Montserratians. There are regular complaints about their inability to express their opinions openly, their lack of rights and of representation in decision-making, and that they are not treated in the same way as native Montserratians, even after many years of living and working on the island. Although attitudes are slowly evolving with the new generation of Montserratians more used and open to social diversity, the integration of non-English speaking communities is becoming harder as their number grows. Spanish-speaking children no longer need to speak English to socialize as they now have a sufficient number of Spanish-speaking friends, which is gradually leading to a social division between English speakers and Spanish speakers and limiting their social networks.

The segregation of immigrants is not only along economic and social lines but also spatial, as demonstrated by the distribution of the population in the aftermath of the volcanic crisis. Moving to Montserrat to earn and save money, the poorest immigrants eventually settle in the most marginalized areas. The eastern part of Salem village is one of these areas. Located at the border of the exclusion zone, it is the closest inhabited village to the volcano. Immigrants are now the main occupants, renting the houses of Montserratians who left the island during the volcanic crisis (see photo). Many houses were abandoned while others are often poorly maintained due to the absence of their owners and non-nationals not having the resources to maintain them themselves. In general, the government of Montserrat and the Montserratians themselves have shown a reluctance to invest in an area that is seen as rather risky due to its proximity to the volcano. The physical, economic and social segregation of these immigrant communities, together with the geographical location of some, increases their vulnerability to the direct and indirect impacts of natural hazards.

Temporary housing, which has become permanent housing, built at the beginning of the volcanic crisis near the exclusion zone and occupied by immigrants. © Charlotte Monteil 2017

Immigrants on the island are on average more vulnerable to natural hazards due to their general marginalization and to a lack of preparedness and risk awareness efforts. The government expects the memory of the volcanic disaster to be sufficient to encourage people to respect the precautionary measures that are still in place, such as the operation of the exclusion zone. Yet most immigrants have no experience with volcanic hazards. While the Red Cross and the Disaster Management Coordination Agency now translate some information booklets into different languages, the level of awareness and knowledge of volcanic hazards remains low among the non-national communities. At the same time, many islanders interpret, incorrectly, the increasing economic activity in the exclusion zone as a sign that the volcano is dormant again. The level of respect for the official precautionary measures given by the decision-makers and scientists is therefore gradually decreasing (Donovan and Oppenheimer, 2013; Haynes, Barclay and Pidgeon, 2008a, 2008b).

Conclusions and recommendations

Montserrat presents a case where rapid post-disaster mass immigration has strongly supported the demographic, physical and social recovery of the island, but where it is also leading to equally rapid social transformation. In a period in which Montserratians have already been forced to dramatically transform their lives in response to the eruption, dealing with the emerging social issues is not seen as a priority. As a consequence, immigrant communities face specific conditions of vulnerability to natural hazards, which in turn impedes the sustainable recovery of the island.

The difficulties faced by Montserrat in terms of social cohesion and the growing marginalization of half of the population highlight the need for governments to consider the wider sociocultural changes that will ensue as soon as immigration is encouraged. There is a need for active measures to promote the integration of newcomers and the communities that they form in order to avoid the negative impacts of rapid demographic change. This can include such actions as supporting the learning of the local language and facilitating equal access of both nationals and non-nationals to basic resources, services and opportunities. In addition, it is essential to enable the native communities to adapt to the ensuing demographic, cultural and social changes in a period in which they have already faced many undesired changes in their lives brought about by the disaster and in which they often feel a loss of control over their lives and their country. Psychological support for traumatized people and valorization of the positive aspects of immigration are therefore necessary. Care must also be taken when choosing the vocabulary used to characterize newcomers and their communities, especially by opinion leaders, in order to avoid the stigmatization of immigrants and to prevent arousing fear or fuelling prejudice among the existing population. Because the society will be changing rapidly, it is essential to promote social cohesion as soon as possible in order to facilitate the integration of the immigrants and therefore enhance their capacities to face future hazards. Recognizing and understanding the specific issues that immigrants face are also necessary to reduce the risk of future disasters. Dialogue between policymakers, disaster managers and communities is crucial, and it may be necessary to identify trusted persons within immigrant communities to facilitate communication. It is also necessary to adapt the means of communication to the social communication practices of each group (for example, by using radio or face-to-face meetings), as well as the language being used. Even though the period of recovery is challenging, with many conflicting priorities and limited resources, it is vital that efforts to decrease disaster risk continue at the same time redevelopment projects are undertaken if there is to be a sustainable and resilient recovery.

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Conclusion

Lorenzo Guadagno, Mechthilde Fuhrer and John Twigg

The case studies presented in Migrants in Disaster Risk Reduction: Practices of Inclusion highlight that worldwide, migrants, asylum seekers and refugees often face specific conditions of marginalization. They may struggle on a daily basis to access adequate services, resources and opportunities as a result of factors as diverse as limited language proficiency and local knowledge, social and spatial isolation, and a lack of trust in members and institutions of their host communities. More fundamentally, they may suffer due to their host society's political and cultural stances via-à-vis migration and migrants. These factors also have distinct impacts on their exposure to hazards and access to self-protection and support options in the face of shocks and stresses of all kinds — and therefore on their vulnerability to disasters.

Accounting for migrants' specific conditions of vulnerability is essential in devising interventions that reduce the risks they face. At the same time, it is important to recognize that, by virtue of their translocal background, they are likely to have a unique set of experiences, skills, narratives and networks, which can be leveraged to build their own and their host communities' resilience. As societies all over the world become increasingly diverse, the inclusion of migrants, asylum seekers and refugees is a key element of sustainable, effective disaster risk reduction (DRR).

This publication details evidence and lessons learned from a number of interventions aimed at promoting inclusive risk assessments, access to basic services, disaster preparedness, delivery of emergency assistance and recovery support. It is hoped that it can provide a comprehensive set of recommendations to further mainstream migrants' inclusion into DRR in a variety of other operational contexts.

Accounting for migrants in the work of DRR institutions

Giving adequate consideration to migrants and their issues in the work of disaster risk management and civil protection actors is key to designing and implementing inclusive DRR. These institutions are the main promoters or targets of many of the interventions described in the case studies. Their commitment to working with and for migrants can be supported by awareness that appropriately serving migrants is a key part of their mandate and requires the provision of adapted, appropriate services.

Failing to account for migrants' presence can result in insufficient planning and resource allocation, reducing the effectiveness of responses in disasters. On the other hand, including migrants in their work improves their capacity to provide a range of services and to reach out to and assist communities in their entirety, leveraging all resources and capacities available in a community.

Integrating inclusiveness and cultural competency into institutions' policies and strategies, and having the buy-in of their senior management on relevant programmes can catalyse broader organizational change. Resource allocation to dedicated programmes is often necessary, particularly in the early stages in the process, but can have significant returns on the institutions' overall capacities.

Engaging migrants in disaster management

Engaging migrants as staff or volunteers in disaster management and civil protection institutions is a key measure of inclusion highlighted by a number of the case studies in this publication. In general, migrants are less likely than natives to participate in civil affairs, including disaster preparedness and response, in their host communities. In order to overcome their reluctance, it can be useful to draw attention to the benefits to their daily lives that may result from involvement in disaster management programmes, such as becoming more proficient in the local language, learning practical skills, increasing their self-confidence, and linking with local networks that can support adjustment and integration in the host community.

Specific obstacles often reduce migrants' willingness to engage with disaster management institutions and should be accounted for and adequately addressed when designing relevant programmes. To account for language barriers, materials need to be translated and simplified, and events need to include interpreters or to be held in languages understood by the migrants. Materials and events should also be adapted to account for migrants' specific information needs, and information delivery usually needs to be less formal. Trainers from the same background as the migrants, or trained specifically in intercultural communication, are often able to deliver content more effectively – therefore training of trainers targeting migrant representatives can be an effective way to disseminate knowledge and engage more people. Having community leaders and representatives sponsor or present events and initiatives may help overcome barriers linked with migrants' mistrust in institutions or with etiquette. In addition, migrants may need specific support to deal with concrete issues that may reduce their ability to participate (such as a lack of transportation or childcare options, the inability to afford participation in events or the adoption of preparedness measures) and which they face more often than natives.

When selecting migrant participants and trainers for such initiatives, it is important to keep in mind that their proficiency in the local language, gender and age, ethnic allegiance and social background, level of knowledge of the community and reputation in the community will affect their ability to work effectively with fellow migrants — in ways that may be specific to different migrant groups.

Gathering evidence

Gathering evidence on the presence of migrants and the risks they face is essential to informing inclusive DRR efforts. In particular, this requires unpacking the way migration-related characteristics (such as marginalization, social isolation, limited language proficiency, lack of local knowledge and fear of authorities) reflect on different migrants' conditions of vulnerability to disasters.

Giving a voice to migrants themselves can help provide information that is essential to better tailor disaster prevention, preparedness, response and recovery efforts. Setting up participatory data collection systems and supporting their use by migrants can be a useful way of doing this. Involving individuals of a migrant background in data collection and use by migrants can be a useful way of doing this. Involving individuals of a migrant background in data collection and research activities can also help relevant actors gain better access to communities and their knowledge, and produce outcomes that are more likely to resonate with community experiences and understandings. Respecting migrants' privacy and security is particularly important to the success of all such activities.

Coordinating the work of relevant actors

Partnerships are key to efforts by any actor to include migrants in DRR. Coordination and communication mechanisms need to involve actors that do not traditionally work on DRR, such as migration management authorities; interpreters, translators and cultural mediators; civil society organizations working with migrants on a day-to-day basis; ethnic media; institutions of migrants' home countries; and research institutions specializing in migration issues. This makes it possible to adequately pool and leverage the capacities, resources and networks that are needed to make such efforts effective and sustainable.

It is important that such coordination structures also include migrant representatives and grass-roots community groups. In order to do so, DRR actors will often need to understand how migrant communities are structured and organized, who their leaders are and whom they represent, and which actors are trusted and have local presence, networks and capacities.

Involving civil society and community-based actors is particularly important as they are often a stable presence within highly mobile migrant communities — and can therefore help make DRR efforts more sustainable. Institutional actors should ensure that such organizations are given space and opportunities to participate in joint DRR efforts. This might include involving them in training and exercises, giving them access to relevant funding mechanisms and ensuring that they are allowed to work with all migrants, regardless of legal status.

Coordination mechanisms are best set up well in advance of disasters, as part of preparedness efforts. Most often they will need to be established at the local level: local authorities play a key role in creating opportunities for dialogue with, and the engagement of, this wide variety of stakeholders, and need to be supported accordingly. In a number of the case studies presented in this publication, small working groups involving representatives of all such entities (particularly if they were committed people with established connections with migrants and with each other) were an effective arrangement to ensure the engagement of relevant institutions.

Empowering migrants and their groups

Migrants are resourceful individuals who will leverage their capacities and networks to prevent, and cope with, disasters — whether structured, migrant-inclusive DRR interventions take place or not. Empowering them and their groups in long-term efforts, both before and after disasters, can strengthen their resilience and that of their communities. This often requires host country institutions to remove barriers that reduce migrants' access to key opportunities, information and services.

Establishing an institutional framework that adequately protects migrants and their rights in the face of both everyday hazards and less frequent crises can support DRR efforts by all actors. Setting up non-threatening environments for all migrants to be heard and strengthening their ability to identify, report and address the issues they face can help target such efforts in a more effective manner. Improving the capacity of migrants' leaders and representatives to contribute to DRR design and implementation can be useful to this end, making sure that they actually represent all segments within a migrant population. Migrant-inclusive DRR efforts should also create opportunities for migrants to engage among themselves and with other members of their communities, strengthening community structures and enabling migrants and their groups to work more effectively in support of their longer-term security and well-being.

Building trust

Migrants' trust in DRR actors (or a lack thereof) largely depends on their experiences with host community authorities in domains as diverse as law enforcement, service provision and employment, as well as their relationships with members of their host communities. Building trust requires DRR actors to establish long-term engagement with and within migrant communities — well beyond times of disaster.

To reduce the vulnerability associated with migrants' mistrust and fear of authorities, host country institutions may need to refrain from enforcing immigration regulations in disasters, including suspending arrests and deportation for affected migrants and lifting restrictions on movement that migrants may face. It is also important to ensure that no disaster management actors require proof of legal status in the host country as a precondition to providing support and assistance, and that relevant information is thoroughly disseminated to migrant communities (and in particular to migrants with irregular status) through channels they trust. It should be kept in mind that migrants' experiences in disasters are key to shaping their level of trust in local institutions in the long term.

Changing discourses

Improving the visibility of migrants and their conditions is often a precondition to ensuring that DRR actors, even those that may have relevant policies and resources, do not end up overlooking them. Advocacy with relevant host country authorities for migrants' inclusion in DRR, and for their rights in general, is therefore highlighted as complementary to a number of DRR initiatives discussed in this publication. Both disasters and migration crises can significantly increase the attention authorities and the general public give to the issue. However, it is even more fundamental to shift the prevailing narratives on migration to discourses that positively recognize the contributions migrants make to host (and home) communities, in terms of economic prosperity, cultural and social vitality, and resilience. DRR actors, especially institutional ones, can play an essential role to this end; however, this also requires ensuring that host communities are adequately supported as part of such inclusive efforts.

Supporting change

The migrant-inclusive DRR activities described in this publication are aimed at addressing the proximate causes of migrants' vulnerability by focusing on the specific barriers they face in accessing the information and resources needed for disaster prevention, preparedness, response and recovery. However, they can all contribute to tackling their vulnerability's root causes, and to producing a more durable, transformational change among migrants and their host societies.

Migrant-inclusive DRR activities may create opportunities for migrants to connect with each other, which can strengthen their capacity to act collectively, gain visibility and participate in public decision-making. But they also allow them to connect much more closely with members of their host communities, which can help create a common set of experiences, responsibilities and narratives, thereby enhancing mutual trust and social cohesion. Migrants' participation in DRR can improve their individual well-being prospects, strengthen their sense of belonging and their commitment to activities that benefit the whole community, and help change the way their presence is perceived by natives.

These are all key elements to prevent migration from becoming a marginalization trap. Ultimately, they may be the most fundamental contributions to reducing migrants' level of risk that migrant-inclusive DRR activities can support.

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EUR-OPA Agreement's Migrants page
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Editors' bios

Lorenzo Guadagno manages the IOM programme on "Reducing the vulnerability of migrants in emergencies". He has published and worked with various international and non-governmental organizations on disaster risk reduction and climate change adaptation. Specific professional interests include human mobility, ecosystem management and urbanization.

Mechthilde Fuhrer is Deputy Executive Secretary of the European and Mediterranean Major Hazards Agreement of the Council of Europe. She is active in the field of educational, cultural and environmental issues and holds a Doctorate degree in Human Sciences and a Master's degree in Social and Cultural Anthropology. As part of her functions, she is working on the promotion and organization of relief, through appropriate common initiatives with other organizations, in the field of major hazards prevention.

John Twigg is a Principal Research Fellow at the Overseas Development Institute and an Honorary Professor at University College London. He is the author of more than 50 publications on disaster risk reduction, resilience and sustainable development, and is an editor of the journal Disasters. Specific research interests include community resilience, post-disaster recovery, vulnerability and risk assessment, migration and disaster reduction, and disability and disasters. He is particularly interested in the application of academic research to improve operational practice.

Authors' bios

Chapter 1: Including Refugees in Risk Assessments

Bradley S. Wilson is a National Science Foundation graduate research fellow in the Department of Geosciences at the University of Arkansas. His research interests include earthquake risk analysis and natural hazards policy. His recent work examines how the Syrian civil war affects earthquake risk assessments in Turkey.

Thomas R. Paradise is a distinguished professor at the University of Arkansas, and comes from a diverse background in geology, cartography, architecture and geography. His expertise on architectural deterioration has been requested by agencies including UNESCO, the United States Agency for International Development and the United States Information Agency, and countries including the Holy See, Italy, Jordan and Morocco.

Chapter 2: Using Open Data

Tsubasa Enomoto was a scholar in the Asian Peacebuilders Scholarship Programme. He has four years of experience working as a systems engineer in Japan and another two years of experience in managing several development projects in Cameroon. He holds an MA in Environmental Security and Governance from the UN Mandated University for Peace and in Political Science from the Ateneo de Manila University.

Tran Thi Thuy Trang was a scholar in the Asian Peacebuilders Scholarship Programme. She has two years of experience in the field of database development and three years in the field of gender and development in Viet Nam and the Philippines. She holds an MA in Gender and Peacebuilding from the UN Mandated University for Peace and in Political Science from the Ateneo de Manila University.

Chapter 3: Diversity Advantage

Akiyoshi Kikuchi is Multicultural Society Coordinator at the Institute for Multicultural Society Professionals, Japan. He has been involved in planning and managing programmes on migrant integration in Sendai City, Miyagi Prefecture, Japan, since 2000. When the Great East Japan Earthquake struck in 2011, he, along with staff and volunteers provided migrants and foreign travellers with disaster-related multilingual information. He has been researching "disaster risk management in multicultural societies" for a doctoral degree at Keio University while continuing to work in Sendai.

Kseniya Khovanova-Rubicondo, PhD, is the evaluation expert and adviser to the Intercultural Cities Programme of the Council of Europe and an urban policy analyst who works on issues of local community development, diversity management, integration and governance. She occupied supervisory positions at, among others, the United States Agency for

International Development (Eastern Europe and North America), Development Alternatives International (Washington D.C.), the Government Finance Officers Association (Chicago) and the Council of Europe (Strasbourg). Mr Khovanova-Rubicondo holds a PhD in Public Affairs from the University of Chicago and an MA in Public Administration from California University, United States.

Chapter 4: We Are Human, Too

Aaron Clark-Ginsberg, PhD, is a postdoctoral researcher at Stanford University. Aaron's research focuses on the governance dimensions of disaster risk reduction and resilience. From 2012 to 2014 he worked as Concern Worldwide's Disaster Risk Reduction Documentation Officer, where he travelled to 10 countries to review and document Concern's DRR programmes. He is currently examining the policy options for improving critical infrastructure resilience in the United States.

Dom Hunt is Disaster Risk Reduction Advisor at Concern Worldwide, a post he has had since 2011, ensuring that risk informed planning and DRR are fundamental features of all Concern programming, as well as developing policy and guidance documents on aspects of DRR and resilience. Prior to that he worked in environmental management, community forestry, sustainable agriculture and livelihoods recovery in a number of Asian and African post-conflict and disaster situations.

Chapter 5: Resilient Together

Shefali Juneja Lakhina is a, PhD, candidate at the University of Wollongong in Australia. She has contributed to conceptualizing, implementing and monitoring United Nations disaster risk reduction policies and programmes worldwide. She is now exploring the culturally diverse ways in which refugees and migrants learn and practice disaster resilience in new places.

Christine Eriksen PhD is a senior research fellow at the University of Wollongong. She specializes in social dimensions of disasters, examining the trade-offs people make between risks and benefits at scales ranging from individual households to community networks to official management agencies. She is the author of Gender and Wildfire: Landscapes of Uncertainty, published in 2014.

Chapter 6: MDSV Trainings in Japan

Szymon Parzniewski's research project, which is funded by the Economic and Social Research Council, looks at city resilience and the role of migrants in the United Kingdom and in Japan. He has worked at IOM's office in Moscow and at the IOM Regional Office for South-Eastern Europe, Eastern Europe and Central Asia in Vienna. As part of the Summer Program of the Japan Society for the Promotion of Science, from June to August 2016 he was a visiting research fellow at the Center for Far Eastern Studies at the University of Toyama.

Jenny Phillimore's research interests include migrant and refugee integration and access to welfare in superdiverse neighbourhoods. She has led many major projects for funders such as the European Union, Economic and Social Research Council, the Joseph Rowntree Foundation and the Nuffield Foundation, and published widely in leading journals including Urban Studies, Ethnic and Racial Studies, Journal of Social Policy and Social Science and Medicine.

Chapter 7: Empowered Action

Konane M. Martínez has 18 years of experience working with Latino migrant farmworker communities. Her areas of expertise include immigrant health-care access and use, disaster preparedness, cultural competency in health care and transnational migration. Dr Martínez was the founding chair of the Farmworker CARE Coalition and author of the first disaster preparedness plan for migrant farmworkers in the United States.

Arcela Núñez-Álvarez is Research Director of the National Latino Research Center at California State University San Marcos and Founder/Director of Universidad Popular. She has over 20 years of experience conducting community-based participatory action research and designing culturally relevant curricula for Latino immigrants in the United States.

Chapter 8: Integrating Farmworkers

Jeannie Economos has worked for the Farmworker Association of Florida for over 16 years and has been the Pesticide Safety and Environmental Health Project Coordinator since 2007. Her work includes coordinating and conducting pesticide health and safety trainings for farmworkers in Florida; filing complaints for violations in the workplace; conducting

trainings for health-care providers on diagnosis, treatment and reporting of pesticide-related illness; working on state and national pesticide policy change; and participating in community-based participatory research projects on farmworker health issues. She is also Coordinator of the Lake Apopka Environmental Health Project and the Lake Apopka Farmworker Memorial Quilt Project of the Farmworker Association of Florida.

Chapter 9: Germany's THW

Monika Lieberam is the Head of Research on non-police security at Germany's Bundesanstalt Technisches Hilfswerk (THW).

Chapter 10: Domestic Workers in Lebanon

Maegan Hendow is a research officer with the International Centre for Migration Policy Development, with an interdisciplinary background in global studies. Her research focuses on irregular migration, border control and fundamental rights.

Dina Mansour-Ille is a senior research officer at the Overseas Development Institute and has a background in the political economy of human rights, migration and refugee studies, and gender. She holds a PhD in Politics, Human Rights and Sustainability and is the co-editor of Studies in Ethnicity and Nationalism.

Sally Youssef is an MA student in migration studies at the Lebanese American University, with a focus on gender, religion and race in relation to the construction of citizenship and states' public policies. She is a deputy managing editor of Studies in Ethnicity and Nationalism and teaches Arabic to migrants in Lebanon.

Chapter 11: American Red Cross

Catherine Rabenstine is part of the communications team at the American Red Cross of Chicago and Northern Illinois. Currently based in Chicago, Catherine has worked in India, Italy and the Palestinian Territories over the course of her non-profit communications career. She is a One Million Degrees Associate Board member. Catherine received her BA in English and peace studies at Loyola University Chicago and her MS in journalism at Northwestern University.

Chapter 12: Australian Red Cross

John Richardson is National Resilience Adviser, Emergency Services, for Australian Red Cross. He is an honorary fellow of the University of Melbourne. He has over 19 years of extensive policy and operational experience in preparedness and recovery, both nationally and internationally, being involved in, among other things, the Bali bombings in 2002, the alpine fires in Victoria, Australia, in 2003 and 2006, hurricane Katrina in the United States in 2005, the Black Saturday fires in Victoria, Australia, in 2009, and floods in Queensland, Australia, in 2011. He is a published author.

Collin Sivalingum is Acting State Manager, Emergency Services, Queensland, Australian Red Cross. He joined the Red Cross in 2011, performing many key roles in the Queensland flooding and cyclone Yasi recovery. Since then, he has been Regional Coordinator for South-East Queensland. Collin has extensive management, consultancy and project management experience and has worked in most countries in Africa, including all countries in sub-Saharan Africa, and parts of Europe. Much of his humanitarian and aid work has been in communities, where he has witnessed first-hand human suffering and highly displaced communities.

Vicki Mau is National Manager, Migration Support Programs at Australian Red Cross. The Migration Support Programs assist in the community, people who have been trafficked, people held in immigration detention, and families who have been separated by war, disaster or migration, as well as a range of social cohesion and community development programmes.

Jess Van Son is a member of the Migration Support Programs team at Australian Red Cross. She is also Administrator at the Asia Pacific Migration Network, the network of National Red Cross and Red Crescent Societies in Asia Pacific.

Chapter 13: DRM in Diverse Societies

Malte Schönefeld is a research associate at the Institute of Public Safety and Emergency Management at the University of Wuppertal in Germany. From 2013 to 2016, he worked for the Institute of Psychology at the University of Greifswald, Germany, where he was part of the team that developed the training concepts at hand. He further worked for the United Nations Office for the Coordination of Humanitarian Affairs and the German Federal Agency for Technical Relief. He holds an MA in Political Science.

Chapter 14: The 2011 Floods in Thailand

Alessandra Bravi is a Research Officer at the International Centre for Migration Policy Development. She holds an MA in International Economic Policy from the School of International and Public Affairs at Columbia University in New York. She has extensive experience in the field of analytical research, including migration research, working for both international organizations and the private sector.

Katharina Schaur is a Junior Research Officer at the International Centre for Migration Policy Development. Katharina holds an MA in Cultural and Social Anthropology from the University of Vienna. Her previous work focused on the health needs of elderly migrants, and transnational engagement and integration.

Chapter 15: Improving Coordination in Thailand

Siriwan Limsakul is Project Assistant with the Migrant Assistance Unit, IOM Thailand. She has worked on various migration-related issues for more than four years, with both the Government of Thailand and IOM. In addition to counter-trafficking and migrants in crisis, she has experience working in the areas of labour migration, smuggling of migrants, and immigration and border management. She holds a Bachelor's degree from Chulalongkorn University, Thailand, and is currently a graduate student at the American University, Washington D.C.

Chapter 16: Challenges in Implementing Measures

Jessica López Mejía holds an MA in Political Analysis and Media, with more than nine years of experience as a public servant and has a background in migration and governance, counter-trafficking in persons, social communications and foreign policy. She is currently the Policy Director for Protection and Integration of Migrants at the Migration Policy Unit of the Ministry of Interior of Mexico.

Chapter 17: CLING

Lesley Campbell, PhD, is a member of the Community Language Information Network Group. She works as a consultant with organizations in the tertiary education, disability, social services and local government sectors. This work has focused on research and evaluation, policy development, organizational strategy, stakeholder engagement and collaboration, and leadership and professional development.

Chapter 18: Refugee Resettlement and DRR

Jay Marlowe, PhD, is an associate professor at the University of Auckland. He has written more than 50 publications related to refugee settlement. His particular focus is on identity, acculturation, responses to trauma, disaster risk reduction and the use of digital communication technologies in transnational settings.

Chapter 19: Empowering Migrant Communities

Lisette R. Robles is a Filipino currently residing in Tokyo who recently earned her PhD in Media and Governance from Keio University, Kanagawa, Japan. Her research focused on the significance of migrants' social capital in disaster risk reduction and recovery.

Tomohiro Ichinose is a professor at the Faculty of Environment and Information Studies, Keio University, Kanagawa, Japan. His recent projects are about ecological network planning methods in metropolitan cities, landscape changes in suburban and rural areas, and depopulation and ageing problems in remote areas of Japan.

Chapter 20: Immigration post-disaster

Charlotte Monteil is a geographer and third year PhD student at the University of East Anglia in the United Kingdom. She works on the processes of recovery following a disaster. She is particularly interested in social vulnerability and in the link between disaster and migration.

Peter Simmons is an environmental social scientist at the University of East Anglia. His research has focused on understandings of and responses to risk associated with both technological and natural hazards, including the involvement of citizens in related processes of knowledge production and decision-making.

The Council of Europe is the continent's leading human rights organization. It comprises 47 member States, 28 of which are members of the European Union. All Council of Europe member states have signed up to the European Convention on Human Rights, a treaty designed to protect human rights, democracy and the rule of law. The European Court of Human Rights oversees the implementation of the Convention in the member states.

IOM is committed to the principle that humane and orderly migration benefits migrants and society. As an intergovernmental organization, IOM acts with its partners in the international community to: assist in meeting the operational challenges of migration; advance understanding of migration issues; encourage social and economic development through migration; and uphold the human dignity and well-being of migrants.

Created in 1987, the European and Mediterranean Major Hazards Agreement (EUR-OPA) is a platform for cooperation between European and Southern Mediterranean countries in the field of major natural and technological disasters. Its field of action covers the knowledge of hazards, risk prevention, risk management, post-crisis analysis and rehabilitation. It has up to date 25 member States.

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In today's increasingly globalized and mobile societies, internal and international migrants, refugees and asylum seekers represent a significant share of the population of cities and countries. This publication presents experiences from researchers and practitioners from a variety of geographical contexts on how they have been included and have participated in disaster prevention, preparedness, response and recovery activities. It aims to highlight the importance and benefits of, as well as options for, integrating migrants into decision-making, policy-setting and implementation of disaster risk reduction initiatives.

This publication builds upon the knowledge and experiences gathered through the Migrants In Countries In Crisis (MICIC) Initiative, a global state-led process for which IOM has been serving as Secretariat, and the Council of Europe's EUR-OPA programme on "Migrants, asylum seekers and refugees in the context of major risks prevention and management".

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