Guidelines for Emergency Managers working with Culturally and Linguistically Diverse Communities

National Emergency Management Studies Program
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This document was compiled by Louise Mitchell, Emergency Management Australia, with assistance from a diverse range of organisations from the States and Territories of Australia (see Appendix A).

Emergency Management Australia is a division of the Attorney-General’s Department.

Suggestions for improvement of these guidelines will be gratefully received. In addition case studies illustrating good practice in the area of CALD communities and emergency management which would enhance this document can be sent to:

Director General
Emergency Management Australia
PO Box 1020
Dickson ACT 2602

This document is available on the Internet
www.ema.gov.au
Why use these guidelines?

It is imperative that emergency management in a multicultural society meet the specific and challenging needs of ALL members of our community, through the provision of a responsive and inclusive service. These guidelines will provide you with key tools to assist in meeting these needs. Although these guidelines can assist managers in tailoring their service provision, ultimately the success of any program will also depend on the active involvement and participation of the particular Culturally and Linguistically Diverse (CALD) communities.

Who should use these guidelines?

- Emergency managers and planners, involved in all levels and phases of emergency management, prevention, preparedness, response and recovery;
- Emergency service providers;
- Supporting community organisations;
- Commonwealth, State/Territory and Local government authorities;
- Private sector organisations; and,
- Others as appropriate.
Preface

These guidelines for emergency managers working with CALD communities were developed to provide emergency planners and responders with assistance regarding multicultural issues in emergency management. These guidelines provide for emergency management processes which will also meet the needs of overseas visitors.

The workshop which gave impetus to these guidelines was conducted in March 2001. It was convened as part of the National Studies Program conducted by Emergency Management Australia, and in this instance, in partnership with the National Police Ethnic Advisory Bureau and Kangan Batman TAFE.

Being one of the most culturally and linguistically diverse countries in the world, Australia is recognising the importance of equal access to services and information for all people, regardless of background. It is therefore imperative that emergency management organisations are proactive in developing strategies and policies for working with our CALD communities.

This document is intended to advance community and agency dialogue, applicable to a wide variety of needs and causative factors. The guidelines are timely because some of the changes occurring in the emergency management field involve a greater emphasis on emergency management agencies working in partnership with the community. The purpose in compiling these guidelines is to assist emergency managers and practitioners to work proactively with CALD groups in their communities, thereby creating a safer, more sustainable community.

These guidelines provide a whole range of issues and aspects of emergency management that may be affected by cultural and linguistic differences, and suggested strategies for overcoming these challenges.

Emergency Management Australia

Kangan Batman TAFE

National Police Ethnic Advisory Bureau
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Section 1: Introduction

Australia is one of the most culturally and linguistically diverse countries in the world. Of 19 million residents, nearly one quarter is born overseas. Australians belong to over 130 language groups. Some 2.6 million Australians speak a language other than English at home. The majority of people who speak these languages were born overseas and, in addition, 4.17 million people visit Australia each year.\(^1\)

Australia's Culturally and Linguistically Diverse (CALD) communities are a particularly vulnerable part of Australian society in the context of emergencies. Many variables may contribute to this vulnerability, for example: people may not be as resilient in an emergency if their English is not proficient and they cannot access information, or they may be susceptible to particular hazards or risks as new arrivals to Australia in an unfamiliar environment. Additionally, cultural differences or linguistic peculiarities may distort the meaning of messages. The combination of these factors may cause people to be unaware of the risks in their area, and less able to cope in times of emergency.

It is the responsibility of emergency managers, practitioners and communities to identify and to overcome these impediments. This may involve, for example, the development and implementation of appropriate procedures resulting in the delivery of culturally sensitive services.

Points to note:

- Information provided in these guidelines is not specific to any single cultural group. It is also not intended that every cultural group is generalised here, nor is it implied that all people from a given culture or background will act in a certain way.

- While the terms "group" and "community" are used throughout this document, as in every group in our community, individual differences occur in many areas, for example, socio-economic status, level of education, and rural or urban residence.

- It is also important to remember that, on migration, people go through a transition, adopting some practices of their new country and not others, depending in part on the duration of residence. Because of this process of acculturation, it is important to avoid concentrating only on the differences highlighted in the guidelines. There are many similarities which people experience in adverse situations, irrespective of their background.

- The term CALD (culturally and linguistically diverse ) community is used throughout these guidelines. In the context of emergencies both culture and language have an impact, therefore the term CALD is used instead of the commonly used NESB (non-English speaking background).

This document provides emergency managers and practitioners with practical guidelines in providing equitable and accessible emergency services to a multicultural Australia.

Section 2: Principles

These guidelines are in line with and informed by the nationally accepted principles concerning culturally and linguistically diverse communities. Two very pertinent statements of principles include the New Agenda for Multicultural Australia\(^2\) and the Charter of Public Service in a Culturally Diverse Society\(^3\). Whilst the "New Agenda" is applicable to Australian society as a whole, the Charter of Public Service is intended for the public sector.

The four principles from the New Agenda for Multicultural Australia are:

1. **Civic Duty**, which obliges all Australians to support those basic structures and principles of Australian society, which guarantee us our freedom and equality and enables diversity in our society to flourish;

2. **Cultural Respect**, which, subject to the law, gives all Australians the right to express their own culture and beliefs and obliges them to accept the right of others to do the same;

3. **Social Equity**, which entitles all Australians to equality of treatment and opportunity so that they are able to contribute to the social, political and economic life of Australia, free from discrimination, including race, culture, religion, language, location, gender or place of birth; and

4. **Productive Diversity**, which maximises for all Australians the significant cultural, social and economic dividends arising from the diversity of our population.

The seven principles from the Charter of Public Service in a Culturally Diverse Society are:

1. **Access**: Government services should be available to everyone who is entitled to them and should be free of any form of discrimination, irrespective of a person's country of birth, language, culture, race or religion.

2. **Equity**: Government services should be developed and delivered on the basis of fair treatment of clients who are eligible to receive them.

3. **Communication**: Government service providers should use strategies to inform eligible clients of services and their entitlements and how they can obtain them. Providers should also consult with their clients regularly about the adequacy, design and standard of government services.

4. **Responsiveness**: Government services should be sensitive to the needs and requirements of clients from diverse linguistic and cultural backgrounds, and responsive, as far as practicable, to the particular circumstances of individuals.

5. **Effectiveness**: Government service providers should be "results oriented", focused on meeting the needs of clients from all backgrounds.

6. **Efficiency**: Government service providers should optimise the use of available public resources through a user-responsive approach to service delivery which meets the needs of clients.

7. **Accountability**: Government service providers should have a reporting mechanism in place which ensures they are accountable for implementing Charter objectives for clients (for example, by reporting on this in annual reports or other types of report).

The underlying philosophy for emergency management of CALD communities is **INCLUSIVENESS**. This means that the service is for, and about, all Australians and overseas visitors.

Section 3: Inclusiveness

Emergency management for CALD communities is most effective when there is inclusiveness, an essential element for continuing social cohesion and harmony. To be effective, inclusiveness needs to be a two way process that builds mutual respect, understanding and acceptance, and highlights the mutual contribution of the whole community.

What this really means for emergency managers and practitioners is that diversity considerations need to be integrated into the corporate management processes of the service agency and organisations.

Managers will need to consider how to meet people's diverse needs in all aspects of their role ie policy development, program design, budgeting, monitoring, evaluation and reporting. In this way they will be more likely to develop services which are culturally responsive, customer focused, effective and accountable.

In working directly with communities, practitioners also need an awareness of the resources, both human and physical, that can be used to help people from CALD communities, and overseas visitors who may be unfamiliar with Australian practices.

Inclusiveness applies to all phases of emergency management, namely prevention, preparedness, response and recovery. Strategies that support the principle of inclusiveness include:

1. Identifying who is in your communities
2. Connecting with your communities
   - Partnerships
   - Participation
   - Consultation
3. Communication
4. Identifying and responding to your communities’ needs
5. Education and training
6. Monitoring and evaluation
Section 4: Strategies for Inclusiveness

Knowing your communities

1. Identifying your communities

Awareness of the different cultures in our communities enables us to anticipate or avoid potential cultural misunderstanding, and enhance communication and cooperation in all phases and levels of emergency management. A community profile needs to be developed to identify and locate all CALD community members, who would benefit from emergency management programs. Many community profiles will need to include an awareness of the day to day influx of international and local visitors to tourist attractions within the local area.

People of the same cultural and linguistic background may tend to concentrate in one geographical area. This may be particularly the case during an initial settlement period. It is important, however, to remember that all CALD groups will NOT be reached through any one location. Research has shown that over time there is an increasing tendency for migrants to become dispersed through the general community. Some people choose to live apart from their communities and, in some cases, a community identified in one location may not exist in another.

Suggestions for identifying your communities:

Obtain basic information regarding the demographics of, and contacts for, CALD communities in your area from:

- Australian Bureau of Statistics
- Local Government and services
- Members of Parliament
- Migrant Resource Centres
- Local Tourist Bureau
- Welfare & support agencies
- Schools/regional education office
- Commonwealth and State multicultural affairs agencies
- CALD organisations
- Other organisations (see appendix)
2. Connecting with your communities

People of CALD are not a homogeneous group. Their country of origin, time of arrival in Australia, length of settlement, reason for migration, educational and socio-economic background, (to name a few), indicate the diversity that exists within and between ethnic communities. The distribution and location of ethnic communities also differs across various parts of Australia. Working with communities with such diversity requires a flexible and local approach. For example, the size of a community and the length of time it has been established in Australia can indicate the social networks and community organisations available as part of that community's infrastructure. This can then influence the availability of community representatives or community leaders for representation or for the development of partnerships. Some small and newly arrived communities are, however, tight knit, highly organised and eager to make contact and learn "How the system works" in Australian society. The above factors emphasise the importance of working locally and getting to know the community, to enable effective emergency management service provision.

Partnerships

There are no fail-safe procedures for forming partnerships with CALD groups. A flexible and open-minded approach, together with careful planning, will result in vital information and much community goodwill and support. This will take time to develop, particularly if there has been no contact in the past. Partnerships, which develop from co-operation between emergency service organisations and CALD communities will contribute significantly to a better understanding of the needs, abilities, culturally and religiously determined behaviors and aspirations of the communities. It will enable managers to creatively utilise the skills and resources available in the wider community. There are numerous organisations, which can assist in developing partnerships, and these are highlighted in Section 5.

Suggestions for developing partnerships:

- Ensure that the aims and goals of your organisation are well-communicated and understood by the whole community
- Ensure your actions demonstrate commitment to diversity and show and obtain respect for your organisation and CALD communities
- Include representatives from these communities in your decision-making processes
- Meet the CALD communities in their own environment
- Clarify roles and responsibilities, and be clear about expectations and your ability to meet these expectations
- Liaise with other service providers to ensure a co-ordinated approach to service delivery
- Make contact with ethnically based welfare and other organisations
- Recognise and value the contribution of partners (consider remuneration, monetary contributions and community recognition)
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Participation

Emergency management will be enhanced if community participants take personal interest and responsibility for their safety and community sustainability. People tend to participate only when they see themselves as likely to be affected, and will become more actively involved as their perception of the risk grows. Experience has shown that grass roots (local) organisations usually have active roles during emergencies. It is important to take advantage of existing communication networks and organisations, to include representatives of CALD communities in emergency preparedness, through meaningful participation.

Participants best know their own needs and abilities, and their input can only improve outcomes. An example of this is the process of planning; when this is undertaken with the participation of the community, the planning team will create a support system and relationships, which may become extremely important during a crisis.

Suggestions for encouraging participation:

- Recognise the particular expertise and knowledge of community groups
- Facilitate continuing involvement of the individual communities
- Develop community leadership as appropriate
- Promote the values of community partnerships in community safety
- Develop a whole of community awareness of emergency management, to ensure common goals and concerns are embraced
- Encourage recruitment of staff and volunteers from diverse groups into all levels of emergency management
- Consider formalizing commitments through a community charter

‘Tent City’, Darwin, NT, September 1999

Once the co-ordinator of the Reception centre (having responsibility for over 1800 evacuees from East Timor) was appointed, he called upon the members of the East Timorese/Portuguese community on the Police Ethnic Advisory Group (PEAG) in Darwin to assist with forming a management committee to assist with the running of the Reception Centre. It was explained to the group (elected by the Timorese/Portuguese community) that their knowledge, skills and understanding of the requirements of the Timorese evacuees were sought with respect to the day to day management of the Reception Centre. The Northern Territory Police Fire and Emergency Services (NT PFES), as the co-ordinating agency, wanted the Darwin East Timorese community to have a meaningful role in assisting with the reception and care of the Timorese evacuees. Each member of the management team accepted specific areas of responsibility in relation to the management of the centre. Areas of responsibility included: Co-manager, Accommodation, Health, Meals, Interpreters, Logistics, and Recreation/Sports activities.

“It is worth noting that the partnerships with the local East Timorese/Portuguese community had been developed over a two-year period. Trust and friendships had been established through the PEAG, which met on a monthly basis.” (Supt. Mick Van Heythuysen, NT Police)
Consultation aims to achieve an efficient two-way flow of information between emergency managers and the community. Consultation and feedback from communities provides the opportunity for emergency managers and CALD communities to separate misconceptions and assumptions, from what is actually happening. It is thus important for all parties, during consultations, not to be defensive or evasive about criticism and to deal effectively with community perceptions. Where possible, specific details should be obtained from participants, in order to deal with the issues.

In order to achieve maximum benefit for, and from, CALD communities and individuals, it is essential to be flexible in order to respond to complex circumstances. Established mechanisms such as network groups and ethnic community councils will be useful (refer to partnerships). Emergency managers need to consult widely to reach designated target groups and individuals. This will often mean breaking new ground where unfamiliar, unusual and unexpected situations may be encountered.

Suggestions for consultation:

- Develop relationships and networks to facilitate consultations
- Face to face consultation (focus groups);
- Telephone consultations;
- Questionnaires, surveys and submissions;
- Arrange open days and organise displays in your own environment for groups and individuals;
- Consider the inclusion of community representatives on planning committees, committees of review and network meetings;
- Appoint/delegate staff members to be contact personnel for CALD communities;
- Work collaboratively with CALD communities in developing consultation strategies, as this will help to prevent consultations developing unrealistic expectations;
- Use appropriate language services for translating and interpreting ie TIS: Translating and Interpreting Service⁴.

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⁴ For more detail refer to Office of Multicultural Affairs, “Consulting the multicultural way: guidelines for APS managers consulting and negotiating with non-English speaking background groups”, Australian Government Publishing Service, Canberra, 1994
Selecting an appropriate method, or methods, for consulting with CALD communities will largely depend upon the reasons behind the consultation and the cost of different alternatives and the best type of consultation for your unique communities.

Be aware of the pitfalls of consultation:

- Consultation fatigue resulting from "over consultation" of communities
- Consultation cynicism - which occurs when consultation is not authentic, but is conducted after decisions have been made
- Community groups not receiving feedback about actions
- Community groups lacking the funds and human resources to undertake consultation of their community on your behalf, or simply to take part in consultation
3. Communicating with your communities

Communication is an essential aspect of developing and maintaining effective partnerships. It is a process of informing communities about available services and seeking their views on how services can best meet their needs. In the context of emergency management, this means the provision of accurate, timely and well understood information to CALD communities.

Suggestions for achieving better communication:

- Establish a clear insight into any language or cultural barriers that may exist
- Provide information, in creative and culturally inclusive ways, which inform CALD groups about services (consider legislative requirements)
- Develop multilingual information strategies (which may use ethnic and community radio, web sites, press and other media) to communicate emergency messages and general information
- Utilise networks and consult with community organisations who can help to link people with services effectively
- Include people from diverse backgrounds on decision making and advisory committees, to enhance established partnerships and communication processes
- Seek feedback directly from CALD communities

The Childers Backpackers Fire, Queensland, 2000

This emergency posed communication challenges, particularly from an industry perspective. Strategies to assist in clear communication of information included the provision of an 1800 telephone number for enquiries from local and overseas relatives. Issues such as relatives needing information on where Childers was, and the names of the dead not being released for five days, added to the stress of the relatives and to the number of telephone enquiries received. The Backpacker community uses e-mail services prolifically and information was sent, unofficially, around Australia and overseas using this media. An official use of this media may enable more effective communication.

Since the fire, a number of strategies have been implemented by different agencies, including a Backpacker Fire Safety brochure which has been produced in a number of languages.
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Sydney Water Crisis, NSW, 1998

The water crisis occurred in the period July to mid-September 1998. The supplies of water to Sydney were said to be unsafe to drink at certain times in this period. The ability to communicate with ethnic communities was critical in responding to this crisis. Sydney Water set up a telephone hotline, staffed with bilingual people who spoke the more common languages in NSW. During the six week period, the nominated Sydney Water official responsible for this communication initiative constantly updated hotline information. The NSW Ethnic Affairs Commission played a crucial advisory role regarding the hotline, and also in organising translations of press releases and their delivery to the ethnic press.

The key points learned from this crisis in relation to CALD communities were:

• maintain ongoing communication lines with the Ethnic Affairs Commission who can link you with networks in ethnic communities;

• consider how your organisation responds to the whole community, including people of CALD backgrounds, through processes built into existing structures.

The NSW Premier commended Sydney Water for the way it communicated with ethnic communities during the water crisis.5

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4. Responding to your communities' needs

In order to protect life, property and the environment from the effects of emergency situations, it is imperative to have a community that:

• is alert, informed and prepared
• understands the risks which may confront them; and
• is committed to living as safely as possible (preventing and mitigating emergency events)

Irrespective of a person’s background, communities share many common values. Some communities may, however, be more vulnerable in the event of an emergency because of differences that may exist with respect to education, language, religion, economics, political beliefs, cultural practices and/or previous experiences. These differences, together with inaccurate assumptions and stereotypes, may obstruct communication and understanding between emergency management (service) organisations and the community that they serve.

An understanding of similarities and differences is crucial in reviewing and developing an equitable and appropriate response to the needs of individual CALD communities.

Suggestions for identifying communities' needs:

• Determine areas of concern for the CALD communities
• Research the history of emergency situations in the collective community experience
• Examine information or interview people from other, similar communities, in Australia and overseas.
• Involve CALD community members in planning groups to review current plans and identify possible future risks
• Incorporate issues raised in a risk identification and analysis
• Involve the communities in debriefs of contemporary events
• Ensure emergency exercises include multicultural issues and involve representatives of appropriate communities as observers
• Be aware that international incidents may impact on local community response, reaction and relationship
‘Tent City’, Darwin, NT, September 1999

In order to meet the cultural and linguistic needs of the evacuees from East Timor, consideration was given to factors such as food preparation, sleeping arrangements, religious observances, gender specific roles etc. In practical terms, this meant that upon arrival in Australia East Timorese evacuees were:

- greeted by members of the local East Timorese community
- addressed in their native language, Tetum
- counselled by sisters from the Catholic church; and
- were spoken to by fellow countrymen during explanation sessions for accommodation arrangements, facilities and other aspects of the reception centre.

Resulting from the approach taken, relationships were established with the local church representatives and the local East Timorese/Portuguese community members. These provided much-needed multiple, personal and social meanings, where relationships were identified and practices and values taken into account, thus providing a much-needed commonality of human interaction and cohesion.

In this way, the cultural and social diversity of the Northern Territory community was embraced, and used in partnerships, to minimise the impact of the evacuation on the already affected East Timorese.
5. Education and Training

Education and training is the responsibility of both the emergency management organisations AND the CALD communities themselves.

Training needs to equip emergency service personnel with the necessary understanding, knowledge and sensitivity to effectively provide service to CALD communities.

In addition, CALD communities need to know the issues they can address and their responsibilities. Community knowledge of the role and services of emergency management organisations in the States and Territories is vital. Emergency managers should encourage communities to exercise their responsibilities in the area of education and training in emergency management, to ensure that all aspects are understood at "grass-roots" level.

Suggestions for education and training:

• Develop and implement appropriate cross cultural training modules
• Integrate cross cultural training into existing training programs
• Utilise the expertise of members of CALD communities in delivering training programs to emergency management organisations
• Consult with CALD communities regarding the specific needs for training within that community
• Provide appropriate community education and information sessions at ethnic community venues
• Develop appropriate tools for education and training, eg multi media training where possible, utilise web sites, multilingual pamphlets
• Ensure the appropriate evaluation and review of training programs

Metropolitan Fire Brigade, Broadmeadows, Victoria

The firefighters at Broadmeadows Fire Station in Victoria have recognised specific needs in the local community. In order to address these needs, they have developed strategies such as learning the Turkish language and culture, forming partnerships with the local Migrant Resource Centre, local Islamic schools and Turkish media. They have also provided information sessions to Turkish elderly citizens groups at the fire station.

These initiatives have resulted in greater trust and enhanced communication with local ethnic groups. A practical example of ethnic groups responding positively to the fire safety messages delivered to them was the purchase of smoke detectors by several families.6

6. Monitoring and Evaluation

Ongoing monitoring of any approach or program is essential to ensure that what is being done is effective and is not doing harm. Evaluation of approaches and programs needs to be built into any process and the feedback used to develop and improve future processes.

One tool which could assist in evaluation is the development of appropriate performance indicators, to determine whether outcomes have been achieved consistent with objectives. For example, a survey such as a customer satisfaction survey, aligned to measurable indicators, could assist in determining whether the practical strategies are proving to be successful or not. Performance indicators could be compared/measured against current access and equity strategies such as the Charter of the Public Service in a Culturally Diverse Society (http://www.immi.gov.au/multicultural/diversity/charter.htm).

Suggestions for evaluation and monitoring:

• Develop an agreed monitoring system between various emergency management organisations and community groups

• Monitor the provision of information to keep up with the changes in the community and legislation, eg ensure ongoing review of community needs assessments

• Consider if the regular collection, maintenance, analysis and use of data on potentially disadvantaged groups on the basis of cultural and linguistic background would benefit the monitoring and evaluation process, by considering how it will be used. Much information may be available from another source.

• During planning, build in the evaluation/review requirement

• Have identified principles in place for appropriate outcomes for CALD communities, eg. from Recovery Manual (EMAI) or Charter of Public Service in Culturally Diverse Society

• Develop positive and realistic performance indicators from these principles (eg: the number of people undergoing cross culture training, time-lines of service)

• Measure level of community satisfaction through structured feedback

• Evaluate marketing of services to target groups

• Ensure staff and the community understand the emergency management goals

• Encourage good practice

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7 The preparation of questions to be used in such a survey is a very specialised skill. Before the survey method is accepted as a suitable evaluation tool, work would need to be undertaken to ensure the measurable indicators are acceptable to all being assessed, and that the survey method is acceptable to the organisations.
Section 5: Potential Partnerships and Resource Support

Potential Partnerships

Agencies catering for CALD communities needs

These organisations can assist you to develop strategies for creating or enhancing partnerships with your CALD communities. They have been listed in order of Commonwealth organisations/departments (including the State contacts for the Commonwealth Departments), followed by the State based Ethnic Affairs Commissions and finally the Ethnic Communities Councils which are locally based. The contact details were current at the time of printing. The first two national organisations mentioned below can also direct you to the relevant organisations for partnership development.

**Australian Multicultural Foundation**

Executive Director
PO Box 538
CARLTON SOUTH VIC 3053
Tel: (03) 9347 6622
Fax: (03) 9347 2218
Email: info@amf.net.au
Website: [www.amf.net.au](http://www.amf.net.au)

**National Police Ethnic Advisory Bureau**

Executive Director
PO Box 415
MELBOURNE VIC 3005
Tel: (03) 9603 8341
Fax: (03) 9603 8330
Email: npeab@bigpond.com

**Northern Territory**

Regional Director
Department of Immigration, Multicultural and Indigenous Affairs
40 Cavenagh Street
DARWIN NT 0800
Tel: (08) 8946 3100
Fax: (08) 8941 2297

**Queensland**

State Director
Department of Immigration, Multicultural and Indigenous Affairs
313 Adelaide Street
BRISBANE QLD 4000
Tel: (07) 3360 5111
Fax: (07) 3360 5143

**South Australia**

State Director
Department of Immigration, Multicultural and Indigenous Affairs
Level 4 Commonwealth Centre
55 Currie Street
ADELAIDE SA 5000
Tel: (08) 8237 6666
Fax: (08) 8237 6606

**Tasmania**

State Director
Department of Immigration, Multicultural and Indigenous Affairs
Commonwealth Government Centre
13th Floor 188 Collins Street
HOBART TAS 7000
Tel: (03) 6220 5011
Fax: (03) 6223 8247

**Department of Immigration, Multicultural and Indigenous Affairs**

Website: [www.immi.gov.au](http://www.immi.gov.au)

**Australian Capital Territory**

Regional Director
Department of Immigration, Multicultural and Indigenous Affairs
3rd and 4th Floors 1 Farrell Place
CANBERRA ACT 2600
Tel: (02) 6274 4511
Fax: (02) 6248 0479

**New South Wales**

State Director
Department of Immigration, Multicultural and Indigenous Affairs
GPO Box 482
SYDNEY NSW 2001
Tel: (02) 9219 7777
Fax: (02) 9219 7833
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Victoria
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Casselden Place
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MELBOURNE VIC 3000
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Fax: (03) 9235 3300

Western Australia
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Fax: (08) 9228 0341

Queensland
Executive Director
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Tel: (07) 3224 5006
Fax: (07) 3224 5691

South Australia
Executive Director
Division of Multicultural Affairs
24 Flinders Street
Adelaide SA 5000
Tel: (08) 8226 1957
Fax: (08) 8226 1937
Email: doma@saugov.sa.gov.au

Chairman
SA Multicultural & Ethnic Affairs Commission
24 Flinders Street
ADELAIDE SA 5000
Tel: (08) 8226 1947
Fax: (08) 8226 1979
Email: cocchiaro.tony@saugov.sa.gov.au
Website: www.premcab.sa.gov.au/sameac/

Tasmania
Manager
Multicultural Tasmania
GPO Box 123B
Hobart TAS 7001
Tel: (03) 6233 3439
Fax: (03) 6233 2683
Email: MULTITAS@dpac.tas.gov.au
Website: www.dpac.tas.gov.au/divisions/multitas

Victoria
Chairman
Victorian Multicultural Commission
1 Treasury Place
East Melbourne VIC 3002
Tel: (03) 9651 6884
Fax: (03) 9651 2624
Website: www.multicultural.vic.gov.au

Multicultural Commissions and Departments in each of the States

Australian Capital Territory
Executive Director
Office of Multicultural & Community Affairs
Chief Minister’s Department
GPO Box 158
CANBERRA ACT 2601
Tel: (02) 6207 0555
Fax: (02) 6207 5862
Email: nic.manikis@act.gov.au

New South Wales
Chairman
Community Relations Commission
PO Box 1266
Ashfield NSW 1800
Tel: (02) 9716 2200
Fax: (02) 9798 3860

Northern Territory
Director
Office of Ethnic Affairs NT
GPO Box 1222
DARWIN NT 0801
Tel: (08) 8999 7371
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1 Treasury Place
East Melbourne VIC 3002
Tel: (03) 9651 6465
Fax: (03) 9651 5944

Western Australia
Executive Director
Office of Multicultural Interests
2nd Floor 81 St George's Terrace
Perth WA 6000
Tel: (08) 9426 8690
Fax: (08) 9426 8691

Ethnic Communities Councils: some local contacts in each State
Federation of Ethnic Communities Council of Australia
Chairperson
Federation of Ethnic Communities Council of Australia
PO Box 5916
West End Qld 4101
Tel: (07) 3844 9166
Fax: (07) 3846 4453

Australian Capital Territory
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Resource Support

Links to Emergency Management documents (guidelines, arrangements)

- applicable State/Territory legislation and emergency management plans and arrangements;
- the Australian Emergency Manuals (AEMs) Series
  "Community Emergency Planning Guide" (see below)
  "Disaster Recovery" (see below)
  "Emergency Risk Management - Applications Guide" (see below)
  "Implementing Emergency Risk Management"
  "Evacuation Management" (see below)
  "Flood Preparedness"
  "Community and Personal Support Services"
  "Good practice guide for Community Awareness"

The National Police Ethnic Advisory Bureau (NPEAB) has produced a number of documents relating to CALD, which can be found at http://www.npeab.gov.au/guide/index.html. These include:


Australian Emergency Manual: EMERGENCY PLANNING

Emergency Planning outlines the following: Why Plan; Planning Process Overview; Planning Committee; Develop emergency management arrangements and systems; Document the Plan; Monitor and Review the Plan.

Planning is one way in which culturally and linguistically diverse groups can be involved in emergency management. Therefore it is essential to read this document in conjunction with these guidelines.

Australian Emergency Manual: DISASTER RECOVERY

Disaster Recovery outlines the following: Purpose of Disaster Recovery; Principles of Disaster Recovery Management; Disaster Recovery Concepts; Effects of Disaster on Communities and Individuals (The Physical Effects of a Disaster, The Psychosocial Effects of a Disaster); Recovery Management (Planning, Operations, Management Structure); Services (Recovery Services, Community Recovery, Physical Recovery, Economic Recovery).
Recovery Management is an essential part of community safety and sustainability, and as such this manual should also be read in conjunction with these guidelines.

State based recovery manuals that can be found on the web include:


Australian Emergency Manual: EMERGENCY RISK MANAGEMENT (ERM) APPLICATIONS GUIDE

The eight major steps in this guide include getting started, establishing the context, identifying risks, analysing risks, evaluating risks, treating risks, monitoring and reviewing the process, and communicating and consulting with the community.

The steps in these guidelines relevant to culturally and linguistically diverse groups in the community include:

- Under getting started, the initiation of communication, consultation and participation is discussed as well as the identification of the ERM committee and the marketing of ERM.
- Establishing the context: the identification of stakeholders and applicable legislation and policy, management arrangements, political and economic circumstances, social and cultural issues, and identification of what the community values (risk evaluation criteria).
- Identify risks: identify and describe hazards and identify and describe community and environment (demography, culture (attitudes towards risks), economy, infrastructure, environment), scope vulnerability, generate risk statements, revisit risk evaluation criteria.
- Analysing, evaluating risks and determining risk treatments may involve communication and consultation with the community, particularly in terms of determining which risks are acceptable.

Australian Emergency Manual 1: EVACUATION PLANNING

Evacuation Planning outlines the following: What is evacuation?, Legal Protection, State/Territory Arrangements, Evacuation Planning (Evacuation Planning Principles, Evacuation Options, Stages of the Evacuation Process), Evacuation Planning Considerations (Considerations: Decision to evacuate, Authority to evacuate, Importance of Community Awareness and Education, Self-Evacuation, Risk to Emergency Workers, Need for Security of Evacuated Premises, Potential Risks in Moving People in Hazardous Situations, Need for Control/Coordination, Media, Special-Needs Groups in the Community), Time Management in Large Scale Evacuation: Door-Knocking Resources, Transport Resources, Time Required to Clear the Evacuation Area, Planning Model), Decision to Evacuate (Roles and Responsibilities, Considerations), Warning (Roles and

Evacuation is one area to which culturally and linguistically diverse groups in communities may be highly sensitive. Therefore, in any planning, it is recommended that the issues outlined in this manual be considered, using the principles and strategies outlined in these guidelines.

Other guidelines and policy connections

What guidelines for working with cultural diversity already exist at National, State and local levels and in other policy areas?

In Australia in the past few years there have been a number of initiatives aimed at improving issues around access and equity for NESB people. The following are documents in which some of these initiatives are outlined:

1. "A new agenda for multicultural Australia" adopted in 1996 by the Ministers of Immigration and Multicultural Affairs;

2. "Charter of Public Service for a Culturally Diverse Society", developed by the Commonwealth Department of Immigration and Multicultural Affairs:

   In 1996 the Ministers of Immigration and Multicultural Affairs adopted a new Charter of Public Service for a Culturally Diverse Society (4). This Charter is a broad statement of the rights and responsibilities of public authorities and their clients in a multicultural society. The Charter has been endorsed by Commonwealth, State and Territory Governments, and by the Australian Local Government Association. The Charter is seen as a way of establishing a nationally consistent framework for best practice in culturally responsive service delivery. The Charter is based on seven principles outlined in Section 2 - Principles.

   This document can be found at http://www.immi.gov.au/multicultural/diversity/charter.htm

3. "A Good Practice Guide for Culturally Responsive Government Services", developed by the Commonwealth Department of Immigration and Multicultural Affairs:

   This is linked to the Charter of Public Service for a Culturally Diverse Society. The Good Practice Guide is designed to explain each of the seven Charter principles. By providing strategies, examples of good practice, and actions in a checklist, the Guide is a practical approach to assisting service providers to implement the principles of the Charter.
4. "Services for all: Promoting Access and Equity in Local Government", developed by the Australian Local Government Association:

This is based on (2) The Charter of Public Service in a Culturally Diverse Society. Under each of the seven principles, questions are listed regarding the considerations pertinent to Local Government.

Many local governments now have Access and Equity officers and have developed in-house resources that might be useful to refer to in considering working with local CALD groups in your community.


5. "For one and all: Access and Equity in Local Government" developed by the Local Government and Shires Associations of NSW:

The Local Government and Shires Associations of NSW in 1994 produced "For one and all: Access and Equity in Local Government". The guide takes a customer service approach and addresses areas of employment practice, communications strategies and data collection.

The section on best practice in managing a culturally diverse community presents examples from various local governments around Australia. The guide is very practical in addressing:

- gestures of inclusion;
- use of international symbols;
- use of plain English; and
- information provision in rural areas.

6. "Guidelines to Practice", for supporting the provision of culturally sensitive health care, developed by the Department of Health in Queensland:

Queensland Health has taken a very comprehensive approach in their "Guidelines to Practice" which are accompanied by two other tools:

- Cultural Diversity - guide for health professionals, which provides profiles of 16 communities and their cultural and health issues. In addition, there are 3 guides covering issues facing women; children and youth; and information on torture and trauma.
- Checklists for Cultural Assessment - a brief guide to interpreting, communication, attitudes and cultural assessments.

The "Guidelines to Practice" is intended as a reference book for use on hospital wards. The issues raised are those of basic quality care, and apply equally to the care of people from the dominant Anglo-Australian culture. However, there is recognition that language and cultural differences impact on quality care.

The areas covered in the guide are: communicating effectively, eg. do not assume English proficiency; language issues, eg. interpreter use; staff-patient relationships, eg. staff attitude; understanding hospital systems, eg. visitors; admission, eg. interaction in emergency departments; death and dying, eg. traditional practices respected; family and medicine, eg. role of family; religion, eg. allowing for religious beliefs; diet and food preferences, eg. chart on cultural diet requirements; gender and modesty, eg. women
attended by female health professionals; pain and disability, eg. diverse cultural expressions of pain; and, resources, eg. information on organisations working with culturally and linguistically diverse (CALD) communities; and their publications.

These documents can be found at:


7. "Dying, Death and Grieving - a cultural perspective"

These conference (22-23rd March 2002) papers look at cultural aspects of death, dying and grieving. This document can be found at [www.amf.net.au](http://www.amf.net.au).

The principles, policies and guidelines described above emphasise the importance that different sectors and organisations are now placing on issues around access, equity, cultural, ethnic and NESB issues.
Appendices

Appendix A: Acknowledgements and Project Team

The development and production of these guidelines is a result of many people's efforts.

It began with a three-day workshop that was held as part of the National Studies Program sponsored by Emergency Management Australia, in partnership with the National Police Ethnic Advisory Bureau and Kangan Batman TAFE.

A steering committee set up the workshop, and participants in the workshop were invited from across Australia. They included representatives from local councils, the Red Cross, the Police, Emergency Services, Department of Immigration and Multicultural Affairs, Migrant Resource Centres, Ethnic Communities, and Tourism Authorities. During this workshop a research paper was presented, and this identified some of the questions and challenges facing emergency managers when dealing with culturally and linguistically diverse communities. In addition, draft guidelines were developed. Following the workshop a writing team was identified and they continued with the development of this document. The draft document was distributed and comments were received from participants and wider afield.

The people involved were:

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Appendix B : List of organisations for assisting you to Identify your communities

Government agencies and resources


**State government:** Adult Multicultural Education Service, Health Services, Policy Emergency Services, Welfare, Ethnic Affairs Commission, Office of Multicultural Affairs, Ethnic Community Councils, Justice Department, Police Ethnic Advisory Groups, Education eg state department or schools, Agriculture/Environment, Transport, local MPs, Housing, Disability Services (ADEC: Action on Disability within Ethnic Communities), Youth (CMYI: Centre for Multicultural Youth Issues), Aged Care, Torture and Trauma Support Services, Refugee Organisations.

**Local government:** Council, Community Health Services (community development workers), Council’s social plan, local councillors, Multicultural Advisory Committees, Migrant Resource Centres, Adult Migrant Education Service - English Tutoring Organisations, Aged and Disability Care (HACC: Health and Community Care), local Police, local service directories (usually produced by Council), hospitals, child care centres, welfare services eg Salvation Army, St Vincent De Paul, Anglicare, Red Cross.

Other organisations and resources

**Community:** Ethnic Community Councils, Ethnic Community Organisations, Sporting and social groups/recreational, religious groups eg churches, local meeting places eg shopping centres, markets.

**Media:** SBS, Print/Electronic, Mainstream and ethnic radio and newspapers.

**Private sector:** Trades Associations, Philanthropic sector, Multicultural Marketing Firms.
Appendix C : Acronyms

CALD  Cultural and Linguistic Diversity or Culturally and Linguistically Diverse  
DIMIA  Department of Immigration, Multicultural and Indigenous Affairs  
ECC  Ethnic Communities Council  
EMA  Emergency Management Australia  
EMAI  Emergency Management Australia Institute (prior to January 2002 known as the Australian Emergency Management Institute).  
ESB  English Speaking Background  
FECCA  Federation of Ethnic Communities’ Councils of Australia  
MRC  Migrant Resource Centre  
NESB  Non-English Speaking Background  
PEAG  Police Ethnic Advisory Group  
NPEAB  National Police Ethnic Advisory Bureau
Further suggested readings in the areas of emergency management and cultural and linguistic diversity

(many of these are available through the EMA information centre www.ema.gov.au, under Research, Virtual Library)


Gee, M, *Margaret Gee’s Australian Media Guide*, Information Australia-Margaret Gee Media, Melbourne, March 2002-July 2002. This has 18 pages of “ethnic media” listed. It is updated bi-annually and can be found in the reference section of many libraries.

*Guidelines for Faith Communities when Dealing with Disasters*, 1996, copies can be obtained from Church of England Board for Social Responsibility, Church House, Great Smith St, London, SW1P 3NZ, or borrowed from the Emergency Management Australia’s Information Centre.

