

Communicating Without English in an Emergency:

A planning guide from the Minnesota Department of Health and ECHO Minnesota.



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This is a planning guide for emergency preparedness planners in Minnesota. It is designed primarily for public health planners, but any emergency planners who work with immigrant groups should find it useful.

The guide was produced in June 2011, as part of a planning package that also includes a webinar and planning template. For online copies of the template and webinar, or for additional information, visit <u>ECHO's website</u>¹.

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You're driving...

down a deserted country road, and the sky above you is green and ugly. The wind is whipping the trees and your wipers flap frantically. You know something is terribly wrong.

You dial in the radio and hear an announcer's urgent voice, "A tornado has been spotted in the vicinity. Take cover immediately." What do you do?

You head for safety, watch the storm pass and wait for the all-clear message.

But what if you could not understand the emergency message issued?

Introduction

If you are responsible for emergency preparedness planning in your community, this guide is designed for you. It will help you reach all the residents of your community - even those who speak little or no English - with important public health and safety messages in an emergency.

What is LEP?

LEP stands for "Limited English Proficiency." People who speak little or no English are among the people in your community who may be at highest risk in an emergency or disaster. Some people with limited English might also be disabled, isolated or otherwise at risk, complicating their language limitations. Some native speakers of English have very low literacy, which also affects their ability to understand emergency messages.

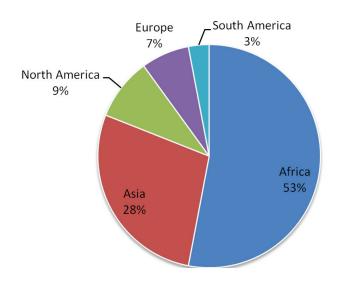
introduction

Who is LEP in Minnesota?

One in eight Minnesotan families speak a language other than English at home, according to the latest U.S. Census figures and the Minnesota Department of Education. This number has grown significantly in the past decade as more immigrant families make Minnesota their chosen home. Minnesota has the largest Somali population in the U.S., and Minnesota's Hmong population is second only to California. Of the major languages spoken in the state, Somali, Spanish and Hmong are by far the most common, but new languages are being added all the time.

In 2010 and 2011, most of speakers of the "newest" languages came to Minnesota from Africa. These include the East African languages of Oromo and Nuer; and West African languages such as Yoruba, Luganda and Ndelbele. Groups speaking Asian languages such as Tibetan, Kazakh and Uzbek are also growing. And along with Croatian and Russian-speakers, Eastern immigrants have arrived speaking Bulgarian, Albanian, Maltese and more.

In 2009, immigrants came to Minnesota from:



Why create an emergency communications plan for LEP residents in your community?

Emergency messages in English may be inadequate for people learning the language. Most newcomers to our state learn English as quickly as they can while adjusting to life here, but complete fluency in a language takes many years. In the meantime, it is the responsibility of emergency preparedness planners to ensure that LEP Minnesotans are not at greater risk than any other residents.

People with limited English skills may be small in number in your community, but because they will be less likely to understand critical messages, they face greatly increased danger in an emergency. Like any high risk group, with extra attention, their special needs can be addressed to ensure your whole community is safe should disaster strike.

Is an LEP emergency communications plan mandated?

Yes. Title VI of the Civil Rights Act of 1964 requires programs receiving federal financial assistance to take reasonable steps to provide LEP persons with meaningful access to their programs, activities and services.

The Post-Katrina Emergency Management Reform Act of 2006 included provisions specifically requiring FEMA to work in coordination with state and local governments to identify LEP population groups and take such groups into account in the disaster planning process.

Planning to reach LEP communities takes time but is a critical part of public health's and emergency management's mission and responsibility - everyone deserves to be safe.

about ECHO



About ECHO

ECHO is a nonprofit outreach organization dedicated to helping LEP populations in Minnesota be healthy, safe and civically engaged.

The mission of ECHO is to leverage partnerships to deliver vital health, safety, emergency and civic engagement information to help the ever-changing, diverse population integrate and become successful in Minnesota's communities.

Cultural Communications Experts

ECHO began its work in 2004 as a project of county government and incorporated as a nonprofit in 2008.

ECHO has established itself as the go-to resource for service providers and government organizations seeking to learn more about bridging the cultural and communications gap with Minnesota's LEP communities. ECHO specializes in communicating important health, safety and emergency information in the languages of LEP communities. ECHO accomplishes this by collaborating with subject matter experts, multilingual community leaders and trained ethnic spokespersons to create and distribute culturally relevant and high-quality communication strategies and tactics.

Multiple Communication Channels

ECHO's educational products, emergency preparedness services and community outreach resources are available through a broad range of effective communication channels including: television, public service announcements (PSAs), phone, web, outreach and partner relays. Additionally, ECHO provides focus groups, English Language Learning (curriculum), webinars, cultural competency training and survey development, among other services to help you reach LEP populations.



about ECHO

ECHO's Scope

To say that ECHO is a translation service would be incorrect; ECHO's scope is much larger. As an organization, ECHO focuses on the many components that go into communicating to LEP populations. Translation, of course, is one of the components, but the role that ECHO plays also includes crafting the message, selecting the communications mode and channel, and producing the "product." The "product" could be an educational piece, outreach to communities, ELL curriculum, focus groups, and more.

ECHO As Your Emergency Resource

As cultural communications experts, ECHO can connect your organization to different LEP communities quickly in a time of crisis. ECHO distribution channels also function as an emergency infrastructure. When a crisis occurs, ECHO has a proven system in place to review and adapt messages for cultural context, translate, produce and distribute critical information rapidly and effectively.

A measles outbreak started to spread in the Somali community in March, 2011. MDH alerted local agencies, clinics and hospitals through the Health Alert Network in English. Then ECHO worked with MDH to produce a web announcement and community flier in Somali promoting vaccinations at special clinics. Within a few hours ECHO translated and distributed the information to key leaders in the Somali community.

ECHO can support large-scale emergencies by implementing its own Joint Information Center (JIC). In a recent exercise, ECHO tested their emergency response time at a JIC in March of 2011. In five hours, ECHO multilingual teams learned about a hypothetical emergency situation and produced TV and radio PSAs, email alerts, toll-free phone messages and a community outreach plan including a translated flier. All content was translated, recorded and posted online.

How do I incorporate ECHO into my Emergency Planning Efforts?

Connect to ECHO through your local and state health agencies. More information follows after the final step of this Planning Guide. If you are part of a local or state agency, steps can be found in ECHO's Emergency Operations Procedure (EOP) and Field Operations Guide (FOG) online <a href="https://example.com/here-example.com/h

ECHO can be activated by local and state government agencies by calling the State Duty Officer and requesting ECHO activation. If you are part of an organization that would like to include ECHO in its business continuity of operations planning, contact ECHO directly at 651.789.4342.

Botulism Poisoning Preventon

In April, 2010 the Minnesota Department of Agriculture (MDA) embargoed more than 400 pounds of dried fish at ethnic grocery stores in the Twin Cities due to contamination with Clostridium bacteria, which produces botulinum toxin. MDA turned to ECHO, which quickly translated warnings and and got the word out to community members, averting potentially deadly poisoning.

overview



Seven Steps to Creating Your LEP Emergency Communications Plan

This guide is the result of a collaboration between the Minnesota Department of Health and ECHO Minnesota, a non-profit organization dedicated to bridging the health communication gap for refugee and immigrant Minnesotans whose English is limited.

How can I use this guide?

This guide was designed to assist local and state public health and emergency response planners.

It offers:

- A step-by-step planning guide, with an online template that you can use to begin creating your plan.
- Examples and tips from ECHO's experience working with LEP communities and Minnesota public health organizations.
- ECHO-recommended resources and references.

You can use this guide to create or improve your own emergency communications plan. General advice and suggestions are offered throughout the guide. However, if you need more help, or specific technical assistance, ECHO offers additional resources, consultation and emergency response capabilities. Visit echominnesota.org for more information.

overview

How was this guide created?

The guide incorporates technical expertise and advice from ECHO Minnesota staff, emergency preparedness and health consultants, reviewed. It was approved by a group of MDH professionals. It includes ideas and suggestions from FEMA and other federal emergency management sources, as well as feedback from immigrant and LEP communities throughout the state, collected by ECHO consultants through interviews, focus groups and surveys.



Need a more detailed planning workbook? ECHO recommends:

Enhancing Public Health Emergency Preparedness for Special Needs Populations: A Toolkit for State and Local Planning and Response Strategies³ provides practices and resources from a variety of sources including peer-reviewed research, government reports and trade literature. Used together, this toolkit and the Geographic Information System (GIS) tool are intended to provide a comprehensive resource to enable public health planners to account for special needs populations in their emergency preparedness efforts.

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FEMA Photo Library

Step 1: Commit to Planning

Decide who is responsible for your LEP emergency communications plan. In some counties, this will be your agency's public information officer, health educator, emergency response planner or community outreach coordinator. The individual responsible could also be a staff person who works closely with immigrant and refugee clients, such as a public health nurse.

Choose the right person or people for the job, you may want to establish a committee as well. Look for a lead staff member that is outgoing and comfortable in new, possibly foreign, environments where limited English is spoken. They should be able to think creatively about delivering messages in environments where traditional solutions may not apply. It is helpful if this person is already someone who works with immigrants and community organizations.

"The connections we made with Hmong-speaking groups helped not only with emergency preparedness, but with several other public health initiatives in our county, such as well child checkups and senior health. It was time well spent."

Public Health Preparedness Coordinator

1. commit

to planning

Whoever is responsible, make sure that person has adequate time and resources to do the work. Creating a plan for each LEP community will take several work days, at least. You will need to make a plan for each LEP group in your community. This may seem redundant, but it is necessary as each immigrant community has different leaders, gathering places and ways of communicating with one another. They also differ greatly in their level of assimilation into Englishspeaking culture, as well as in attitudes toward health care and government assistance. There is no "one size fits all" plan.



Commit to reviewing and updating your LEP communications plan as necessary, but at least once a year when you test and update your other emergency preparedness plans, or following a disaster or emergency. You may want to consider coordinating with police and with community organizations working with LEP groups to include them in the planning and updating process.

A Tip from ECHO

If you can, choose or hire a bilingual person to help produce your plan. You'll send a strong message about inclusiveness and diversity to the communities you are trying to reach.

LEP residents



Step 2: Locate LEP Residents

Identify the major LEP groups in your area. What languages besides English do residents speak? If there are several immigrant groups in your area, focus on one one group at a time.

Finding LEP residents may seem like a daunting task, but you probably know more than you think.

Start by asking people who are already working with LEP groups. Identify churches or mosques that serve immigrant populations. Organizations like Catholic Charities and Lutheran Social Services have been instrumental in resettling refugee and immigrant populations in Minnesota. Their offices may be able to help inform you about local LEP populations. Your town library may be an important public gathering space for recent immigrants, especially if it offers internet access or language classes.

By working with established organizations, you will gain valuable insight as well as credibility by association. Building trust and credibility are critical to effective communications.

Spanish-Speakers Missing
in Action
"We were prompted to improve
our LEP communications
planning when we realized
that Spanish—speakers were
5% of our population, but only
% of the people showing up
at mass dispensing sites for
vaccinations."
Public Health
Preparedness Coordinator

2. locate

LEP residents

The Minnesota Department of Education tracks and maps by county children who speak languages other than English in their home. These interactive maps are available online at the Department of Education website and are helpful to locate LEP communities as well as track changes in demographics. Local school officials can help too.

Use U.S. Census Bureau as well as data developed by organizations like the Amherst H. Wilder Foundation and universities to learn more about LEP communities.



Keep in mind that immigrant populations can be extremely mobile, and in some cases are suspicious of participating in the Census, so data is not always accurate and communities may be larger than reported.

A Tip from ECHO

It might feel awkward reaching out to people whose customs and etiquette are unfamiliar to you, and you may worry about unwittingly offending someone. Remember that you are offering potentially lifesaving information. Most LEP leaders will be interested to work with you and will understand if you do not readily know all of their customs.

Need data on LEP groups in your county? ECHO recommends:

<u>Culture Care Connection</u>⁴ offers county profiles on an interactive map. Click on your county to find:

- Demographics: age, gender, race, foreign born.
- Socio-economic status: income, education and occupation.
- Health status data: birth rate and morbidity.

3. involve



Step 3: Involve Community Members

Meet with community leaders from the largest ethnic group(s) you have identified. Talk with leaders and representatives from community organizations that serve this group, including mutual assistance organizations, English language classes, immigrant welcome centers, ethnic businesses and restaurants, as well as churches, temples and mosques, to find community leaders. Leaders of LEP communities are your essential collaborators and program partners. They are the "trusted messengers" you will need to help you relay information in an emergency. Leadership will vary widely depending on the immigrant population in your area. Some will include highly-educated professional people who are quick to set up self-help organizations that can be easily found. Other groups of immigrants may have limited education and limited time to devote toward creating formal organizations to serve their community.

Time to Be Flexible
"I learned after a couple of meetings with my new partners from a LEP community that different cultures can have very different perspectives on time! I've learned to relax if a meeting starts 15 minutes late, and my colleagues have begun to recognize the importance of keeping appointments. We're meeting in the middle."

Public Health Preparedness Coordinator

3. involve

community members

A Tip from ECHO

To connect with LEP community leaders, start with a face-to-face meeting. Choose to meet your community contact in person, rather than by phone or email. Commit to regular contact and ask for feedback. A strong relationship will go a long way.



Many LEP communities quickly establish social gathering spaces. Identify the key gathering places for each immigrant group in your area. These might be a workplace or place of worship, an English as Second Language class, a community business (such as a restaurant, beauty shop or grocery store) or the local community center. Record the addresses and names of these spaces in a database.

Once you've identified gathering spots and established a solid relationship with community leaders, you will want to enlist them in helping to contact community members in an emergency. Discuss how and when the leadership will help get the word out in an emergency. Document your collaborative agreement in a Memorandum of Understanding (MOU) or a simple letter. While it might seem overly formal, a MOU may help community organizations recover expenditures if they end up providing agreed-upon services for the government when disaster strikes. Whether it's recorded in a letter or something more formal, you and the community leader should both understand:

- The purpose of your agreement.
- The organizations involved.
- Services to be provided by each organization.
- How and when the terms of the agreement become activated.
- How funding availability may affect payment.
- What costs will be covered and how costs are documented and paid.

Need tips on culture and health? ECHO Recommends:

The Multilingual Health Resource Exchange⁵ offers weekly tips on communications and culture, language, race and religion. The tips are free to subscribers. ECHO provides a wide variety of translated print and media materials about health, safety, emergency, and civic topics. These are all available free of charge at ECHO's website.⁶

Tomm. methods



Step 4: Select Communication Methods

Now that you've developed personal connections with community leaders, you can start to find out more about how to reach larger groups of LEP residents. You'll be able to arrange roundtable meetings, group interviews or phone conversations with community members with the assistance and/or support of these leaders.

The question is simple: ask about how the community gets information. This will vary from one community to another. Don't assume that traditional media such as newspapers or radio are the best way to get the word out. Some communities may have media such as a newspaper or radio station in their own language, but many will not.

It is important to not only know the communication vehicles that exist, but also their reach. What is the circulation of the Spanish newspaper? How many people tune in to the Somali radio station? All important news still manages to travel quickly within immigrant communities regardless of whether traditional media exists or not. Find out how, in order to come up with a communication method that will work in an emergency.

Oral Traditions Work for
Health Messages
"I thought we had done a good
job publicizing a vaccination
clinic by putting translated
ads in the newspaper. Later I
learned that the literacy rate
is very low in the community
we were trying to reach-even
in their first language! we
decided to rely on phone calls
to let people know about the
next clinic, and we got much
better attendance."
Public Health Nurse

4. select

comm.

For example, some schools make translated automated telephone calls to LEP households on snow days. Could you use these systems in an emergency? Some regional newspapers have dedicated portions of their websites to translated information for LEP populations. Has yours?

Translated posters and informational fliers distributed at businesses that serve immigrants will help activate word-of-mouth networks. Similarly, posters and fliers may be effective among LEP populations concentrated in areas such as apartment complexes, trailer parks or worker housing. You may want to consider announcements at religious services offered in non-English languages within your area, or fliers and posters at manufacturing facilities and businesses with large immigrant work forces.



Eventos News - Spanish and English Newspaper in Worthington, Minn.

Need media for messaging? ECHO recommends:

The <u>2010 Diverse Community Media Directory</u> is adirectory compiled by the Refugee Health Program at Minnesota Department of Health that can help identify appropriate media channels for immigrants and refugees in the Twin Cities metro area and, to a limited extent, in greater Minnesota.

and map data

FEMA Image Library

Step 5: Record and Map Data

Keep track of what you learn. Map locations, partner organizations, gathering places, trusted sources and other data. Create a map that shows the locations of community centers, mosques, churches, grocery stores or other public places that might be used by LEP populations in an emergency. Your map can be as simple as colored pins in a wall map, or a complex, layered GIS map.

Develop a database to accompany your map. Record names, phone numbers, email addresses and postal addresses for key contacts at organizations and government agencies. Be sure to protect the information you gather and maintain confidentiality of contact information. Keep the data updated so it will be useful in an emergency.

They Heard It Through the Grapevine

"We started thinking we needed a fancy GIS mapping system to keep track of where all the members of our LEP group live, but we soon realized that in this small, close-knit community word-of-mouth works best. A list of key contacts and cell phone numbers is all we really need for now."

Public Health Nurse

A Tip from ECHO

Be sensitive to LEP communities' fears about government surveillance. Some members may be from countries or regions in which participating in government-led efforts had unpleasant consequences. Only record the data you need.

Need GIS mapping help? ECHO recommends:

County GIS departments may be able to help you map. Check with them for assistance.

ECHO Spanish Program Meeting

Step 6: Prepare Messages

In an emergency, you will not have time to translate messages. Vital written materials, such as emergency preparedness guides and disaster preparedness brochures should be translated in advance into each of your LEP community's languages.

Review the messages your agency has developed in English for different emergency situations, such as flu, severe weather, biohazards or a planned attack. Which of these will be translated?

Resources are available for state and local public health staff to do this at the MDH Workspace⁸ website.

Note: This is not a public space, a password is required to log in.

Emergency messaging templates and communication materials for preidentified hazards are all available for download in English.

General public resources are also available at Centers for Disease Control and Prevention at CDC.gov.

A Tip from ECHO

Whenever possible, use simple, picture-based ways to convey your information. However, text is often needed. When writing for translation, use a 5th or 6th grade literacy level. To test readability in Microsoft Word:

- 1. Write or copy the text on a Word file.
- On the Tools menu, click Options, and then select Spelling and Grammar.
- 3. Select the Check Grammar with Spelling check box.
- 4. Select the Show Readability Statistics check box, and then click OK.
- 5. On the Standard toolbar, click Spelling and Grammar...it will display the information about the reading level of the document.

6. prepare

The MDH Workspace is a Web portal used by MDH staff, local health departments (LHDs), and other emergency preparedness and health partners for planning and response collaboration. The Workspace is the repository for the Health Alert Network (HAN) messaging infrastructure, the Public Health Directory of health responders to emergencies and a secure document library.



Remember: to be most effective, materials should not just be literal translations of English-language materials. They should take into account the particular concerns of immigrant and LEP communities. Work with your partners to develop messages and materials that reach LEP populations sensitively and effectively. All emergency messages, including translated ones, should be as simple and direct as possible. Revise your messages using feedback from the intended audience.

Once messages have been translated, select the vehicle you will use to distribute your messages. Choose one or more of the vehicles you have established that your community uses, whether it is Facebook, word of mouth or a local television station. Don't forget that your agency itself will be a place that LEP community members may turn to in an emergency. Are you prepared to handle callers who speak only a little English? Is there signage in your building that directs LEP community members to an appropriate resource?

Need to know how to work with interpreters and translators? ECHO Recommends:

<u>The National Council on Interpreting in Health Care</u>⁹ has published a standards of practice for interpreters. <u>The Upper Midwest Translators and Interpreters Association</u>¹⁰ is the professional association for many Minnesota translators and interpreters and offers information about professional activities.



Step 7: Test Your Plan

In an emergency, you will not have time to design a way to transmit vital messages. Plan how you will transmit messages using media and trusted sources that you've pre-identified. Testing, exercising and measuring preparedness for LEP populations can be incorporated into your agency's current planning and quality assurance activities.

Testing and evaluation can range from periodically analyzing databases and tracking joint efforts with community organizations, to surveying staff, implementing pre- and post-tests for education discussion-based and operations-based exercises, and reviewing what happened after real-world incidents.

Test your planned messaging process when you conduct other emergency preparedness testing. How well did it work? Revise your plan based on your test results.

Repeat these seven steps as often as necessary for each LEP group in your area. Review and update your plans for each community, at least annually. Immigrants may move frequently, and a plan that made sense during spring flooding a year ago may not be useful 6 months later.

Wondering how to test your plan? | ECHO Recommends:

Local and state emergency management routinely test and I exercise their emergency plans. These exercises range discussion-based "tabletops" full-scale response exercises. ECHO recommends that you collaborate with emergency management to include your LEP communication plans in these exercises. Exercises offer the opportunity to validate and improve your plan and build key relationships with your emergency response partners.

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Activating ECHO in an Emergency

In addition to helping with planning, ECHO can assist you directly in an emergency response. ECHO can work with your designated Public Information Officer (PIO) to get your critical messages out to LEP communities.

ECHO has developed an Emergency Operations Plan (EOP) which explains how to access ECHO services in an emergency. That plan and a summary Field Operations Guide (FOG) can be downloaded from the ECHO website².

ECHO works within the structures established by the National Incident Management System (NIMS) and the Incident Command System (ICS). This allows ECHO to serve in any incident, regardless of the jurisdiction or the type of emergency. ECHO's collaboration with the State Duty Office allows ECHO to be activated even outside of normal business hours.

How To Get Help From ECHO in an Emergency

- 1) Get ready: Obtain jurisdictional and/or incident command authority to activate ECHO.
- 2) Call the State Duty Officer: 800.422.0798 or 651.649.5451 and request ECHO activation.
- 3) Call ECHO: 651.789.4342.
- 4) Plan your message: Follow jurisdictional and incident command processes to develop the message.
- 5) Fill out and send the <u>"ECHO Emergency Message Plan"</u>¹¹ form found in the FOG to ECHO.

resources Juline

- 1. For online copies of the "Communicating Without English" planning template and webinar visit http://www.echominnesota.org/webinar-communicating-without-english.
- 2. View ECHO's Emergency Operations Procedure (EOP) and Field Operations Guide (FOG)online at http://www.echominnesota.org/in-an-emergency/state-agencies-emergency-responders.
- 3. View Enhancing Public Health Emergency Preparedness for Special Needs Populations: A Toolkit for State and Local Planning and Response Strategies at http://www.bt.cdc.gov/workbook/pdf/ph_workbook_draft.pdf.
- 4. Visit Culture Care Connection at http://www.culturecareconnection.org/.
- 5. Visit The Multilingual Health Resource Exchange at http://www.healthexchange.net/.
- 6. A variety of translated print and media materials about health, safety, emergency, and civic topics on ECHO's website http://www.echominnesota.org.
- 7. View the 2010 Diverse Community Media Directory at http://www.health.state.mn.us/divs/idepc/refugee/ethnicmedia.pdf.
- 8. MDH staff and local health departments can use MDH Workspace at http://www.health.state.mn.us/workspace.
- 9. Visit The National Council on Interpreting in Health Care at http://www.ncihc.org.
- 10. Visit The Upper Midwest Translators and Interpreters Association at http://www.umtia.org/.
- 11 View the "ECHO Emergency Message Plan" form at http://www.echominnesota.org/sites/default/files/Signed%20ECHO%20Field%20Operations%20Guide%20FOG%20BOD%20Approved%20112310.pdf