

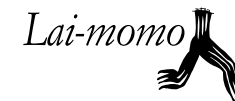
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AMARE-eu

A MULTICULTURAL APPROACH TO RESILIENCE

TOOLKIT



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TOOLKIT GUIDELINE

The aim of this toolkit is to support cities in building resilient communities without leaving behind those who could be at high risk of exclusion and who, in case of a disaster, could be exposed to severe consequences caused by a lack of knowledge, awareness and therefore preparedness.

The toolkit provides suggestions, examples and concrete solutions to enhance resilience in local communities, reduce risks and bring non-native citizens and volunteers into resilience and emergency planning.

1 PROJECT DEFINITION OF A RESILIENT CITY

The AMARE-EU project defines a resilient city as follows:

‘The resilience of a city is its capacity to respond to difficulties, emergencies or stressful events in a positive and constructive manner. This response should ultimately lead to a **constructive recovery process** involving all aspects of complexity that characterise the cities of today: cultural, social and economic diversity, together with local cultural heritage.

All this to achieve an effective, long-term recovery for the city and all its inhabitants. Therefore, **the resilience of a city is grounded in its capacity to not leave any citizen behind**, in particular groups that are considered most at risk due to economic, social, cultural and linguistic factors. A resilient city draws from the strength of **all its inhabitants** and grows out of the differences between them. Resilient cities understand and embody diversity as layers of strength from which to draw upon, both in routine times as well as in times of need (both natural and man-made disasters)’.

“

The resilience of a city is grounded in its capacity to not leave any citizen behind, in particular groups that are considered most at risk due to economic, social, cultural and linguistic factors.

”

2 TOOLKIT PRESENTATION

This toolkit is targeted towards city administrators and decision-makers, supporting them in building city resilience. Due to linguistic, social, economic and cultural factors, there are **categories of citizens who are at severe risk**; that is why this toolkit has a detailed focus on potentially vulnerable groups of non-native citizens. The aim of the toolkit is to contribute to the improvement of cities’ dialogues with non-native communities and to increase non-native citizens’ sense of trust, confidence and belonging, which will hopefully affect other sectors, such as social cohesion, and city management in general.

It should be noted that the toolkit does not give specific tools for every possible situation but gives concrete examples, generalised information and indications which can be adapted to different contexts through the concrete materials provided.

3 STRUCTURE OF THE TOOLKIT

The toolkit is divided into different sections and topics:

WORKING WITH RESILIENCE

This section presents the different possible disasters and risks that cities are exposed to today. Furthermore, it introduces the term 'urban resilience' and suggests the use of several tools, which are the outcome of already implemented and tested European projects, and which can provide useful guidelines on how cities can build resilience and hereby prepare for or prevent disasters. To this essential element, AMARE-EU adds the necessity of taking non-natives and new-comers into account.

WORKING WITH NON-NATIVE CITIZENS

Because of the migrant flows of recent years, many cities today are characterised by an enlargement of their non-native communities. This section deals with the specific assistance needs of non-native citizens in emergencies and gives guidelines on how cities can make use of their resources and involve these people in local emergency planning.

WORKING WITH VOLUNTEERS

This section provides tools and suggestions on how to promote volunteering and the active involvement of the different groups which are part of the local communities in order to trigger participation in and dedication to organisations and initiatives existing at city, national and EU level. In addition, the section provides examples of good practices in this realm.

TOOLS AND EXAMPLES

This section provides specific tools and materials that cities can use in a practical context or simply as inspiration. The material consists of guidelines, checklists, leaflets, illustrations and videos. The idea is that cities can select the information, pictures or guidelines that are relevant to them and adjust them to their needs.

WORKING WITH RESILIENCE

Among the various descriptions of the great topicality of resilience defined by international bodies, research groups and projects, we have chosen to highlight the one expressed in the *City Resilience Profiling Tool Guide* prepared by UN Habitat:

“From earthquakes to flooding, rapid immigration to cyber-attacks, all cities face a range of shocks and stresses, both natural and man-made. Today our cities and citizens are facing new and adapted challenges as a result of rapid urbanization, a changing climate and political instability. These phenomena increase the population’s exposure and vulnerability to hazards and can trigger or worsen disasters. Further stress is placed on the urban areas as the effects of climate change become more severe and frequent. In order to mitigate these shifts and reduce the negative impact they have on people, the global community is increasingly realizing that we need to build resilience into our cities by empowering and strengthening the capabilities of the local government and their partners, including local populations”

(City Resilience Profiling Tool, p. 13, in English).

Starting from this concept of urban resilience and using the several documents and manuals on this topic produced in recent years at an international level, this section will provide a general and broad guideline on how to plan concrete actions aimed at improving resilience.

1 DIFFERENT KINDS OF RISKS

The administrative agenda of a city's decision-makers must necessarily take into account the fact that cities of today are exposed to different kinds of risks - both natural and man-made. We remind you here of the most frequent ones:

- **Natural disasters:** floods, earthquakes, forest fires, storms, avalanches, volcanic eruptions;
- **Technological risks:** industrial, nuclear and biological risk, dam failures, transportation of dangerous goods;
- **Sanitary risks:** air pollution and related diseases, epidemics;
- **Network interruptions:** water, electricity;
- **Urban risks:** accidents, fires, social unrest/instability, hybrid threats.

“Urban resilience revolves around cities' ability to maintain continuity through shocks and disasters, while adapting and transforming toward sustainability

2 URBAN RESILIENCE

Urban resilience revolves around cities' ability to maintain continuity through shocks and disasters, while adapting and transforming toward sustainability' (*City Resilience Profiling Tool*, p. 19, in English).

Among the numerous projects on resilience carried out in recent years, we propose referring to the '**Smart Mature Resilience**' project funded by the European Union's Horizon 2020 program, in which the city of Vejle took part together with other European municipalities. This project has developed the 'European Resilience Management Guideline', which presents a five-step operational framework for cities that provides guidance on local resilience planning and supports cities' efforts in building resilience. The guideline revolves around the **Resilience Maturity Model (RMM)**, which helps cities identify their present status of resilience, depicting the resilience stages 'starting', 'moderate', 'advanced', 'robust' and 'vertebrate'. When cities have completed all five steps of the 'European Resilience Management Guideline', they move to the next resilience maturity stage. The RMM ensures that city operators have an overview of the areas in which they need to evolve, whether it be within leadership and governance, preparedness, infrastructure and resources, or cooperation. By making sure that different actors and stakeholders are involved, the RMM also takes into account marginalised groups, including the non-native communities targeted by the AMARE-EU project. The five steps outlined in the guideline should be repeated regularly (e.g. annually) according to the needs of the city (*European Resilience Management Guideline*). We summarise the five steps in the following list:

STEP 1: BASELINE REVIEW

The city's local government assesses the city's current resilience status by using the Resilience Maturity Model (**RMM**). When using the RMM, **cities are asked to evaluate their current status of resilience**, which will help identify areas of improvement. The model helps identify the correct activities to implement in order for the city to move to the next maturity stage. Based on this initial assessment, a city should use the RMM to guide the definition of its resilience strategy to increase its resilience level.

STEP 2: RISK AWARENESS

This step refers to the execution of a risk assessment. It is crucial to perform a regular risk analysis to obtain knowledge about the risks of greatest priority to a city. Stakeholders will be deeply involved in the risk assessment to ensure that a wide perspective is taken in regard to the types of risks a city may face. The resilience team reviews relevant risk registers to get information about shocks identified in previous situations or by other teams.

The purpose of the risk assessment is to:

1. ensure resilience-building activities are relevant to the city context,
2. ensure an appropriate and proportionate investment of resources,
3. enable the exposure and understanding of the city's vulnerability to different risks,
4. enable common consequences to be identified so capabilities that address the impacts of many risks can be developed.

Alongside the risk assessment, the second step is to **understand the interconnections between risks**. To do so, the above-mentioned project proposes a tool called the Risk Systemicity Questionnaire (**RSQ**), which is a Microsoft Excel-based tool that presents a range of risk scenarios that may occur in a city and asks users to consider the likelihood of these risk scenarios occurring in their city. The idea is that the questionnaire should be used by groups of users with diverse areas of expertise in order to prompt valuable discussions. Different stakeholders' experiences are being brought together to determine a city's priorities in order to enable them to anticipate and appropriately respond to future challenges.

STEP 3: RESILIENCE STRATEGY

The resilience team develops a resilience strategy which includes a **detailed resilience action plan**. The aim of both strategy and plan is to prevent and mitigate risks as well as strengthen economic, social and climate resilience. During this step, the resilience team can utilise the Resilience Information Portal (**RP**) and the Resilience Building Policies tool (**RBP**). Both tools will help customise aspects of the resilience strategy to the city's unique challenges. The RP works as a toolbox that can complement and strengthen the platforms and software that cities already have in place. It allows cities to display data on resilience, vulnerability and crisis situations that are already available to the city. The RBP provides a database of good practices from European cities as well as information about what worked well and what did not work well in the implementation of similar policies in other cities. The city can use this information to avoid mistakes and guide the implementation of its resilience strategy in a more effective manner. The RBP tool offers a reference centre with informa-

tion for high-level strategic managers in cities as well as municipal staff who are tasked with implementing the policies that have been planned.

STEP 4: IMPLEMENTATION AND MONITORING

The fourth step refers to the implementation of the resilience strategy and action plan as well as a continuous monitoring of all implemented activities and actions. The implementation requires a development and prioritisation of actions, an organisational setup and above all communication actions and stakeholder involvement. In order to be able to measure and report results, the implementation of the resilience strategy and action plan will be monitored and fed back to politicians and relevant stakeholders. This step offers the use of the RMM tool (already proposed in step 1) and also the **City Resilience Dynamics tool (CRD)**. CRD can be used to test and validate the relationships between the different policies that could potentially be included in the resilience strategy of a city and their impact on building local resilience. Users begin by calibrating the RMM and determining the values of the most important parameters of the model. The CRD then runs simulations of the effects of implementing certain policies over a realistic timespan. If the policies are implemented in an appropriate and effective order, users achieve effective results and their resilience level increases towards 100%.

STEP 5: EVALUATION AND REPORTING

The fifth step is the evaluation of results and the process of reporting to politicians, stakeholders as well as the general public. This step provides the basis for starting a new iteration of strategic management and resilience-building activities. The

fifth step examines what has happened during the year in order to understand why things have failed or succeeded. The resilience team drafts and uploads detailed case studies to the RBP tool. Furthermore, the CRD tool is used to evaluate the effectiveness of the implemented policies. The CRD also provides a simulation of the results to compare to those results observed in reality. Finally, the results of the evaluation are to be shared with politicians, stakeholders and citizens on the Resilience Information Portal. This step provides local government and decision-makers with a **basis for making further decisions** on their objective, actions and activities for the subsequent year.

Before starting a new iteration, the Resilience Maturity Model is used once more in order to assess the resilience maturity stage to which the city has advanced ('starting', 'moderate', 'advanced', 'robust' or 'vertebrate'). Afterwards the cycle can start anew.

As a fundamental part of the process, two cross-cutting activities are required and need to be kept in mind throughout the steps of the iteration:

- **A structured and practical organisational setup**, including teams, sub-teams and working groups with well-defined objectives and clear tasks and responsibilities.
- **Continuous communication** with and empowerment of stakeholders, including the general public, through collaboration with citizen associations and engaged citizens.



More in-depth information about the different steps and tools can be found on the homepage of *Smart Mature Resilience* (English).

WORKING WITH NON-NATIVE CITIZENS

In today's increasingly mobile societies, emergencies affect diverse communities and include non-native citizens alongside local populations.

Non-native citizens may have specific assistance needs during emergencies; their diverse social, linguistic and cultural background, as well as their legal status, contribute to determining their risk perceptions, their emergency response behaviours, their priorities and the protection and support options available to them in emergencies. Non-native citizens should not receive 'special treatment', but it is crucial that emergency services take into account their presence and specific needs (see also, *Assisting Migrants in Emergencies*, p. 5, in English).

This chapter will provide an overview of the main factors to consider in the different phases of emergency management: prevention, response and aftermath. Some boxes will also highlight specific aspects that are transversal to these phases and must be considered when working with non-native citizens.

COMMUNICATION WITH NON-NATIVE CITIZENS: GENERAL RECOMMENDATIONS

'Developing and conveying awareness-raising messages, early warnings and emergency communications is key to improve people's preparedness for potential hazards and ongoing emergencies, to enable them to behave in ways that reduce the hazards' impacts, and to increase their ability to look for assistance and support'

(*Assisting Migrants in Emergencies*, p. 7, in English).

When providing key services in communities that host non-native citizens, emergency service providers often encounter challenges that relate to communication. In particular, many non-native citizens are not proficient in the local language and might interpret messages differently than natives. Furthermore, non-native citizens might be using a different set of media to access information than the local population, and some may have a hard time trusting information, warnings and messages, especially coming from official sources.

Therefore, it is crucial to:

- be aware of **what languages are spoken** in your community and simplify all messages, warnings and communication. Simplified text in the local language is likely to be more clearly understood by both non-native citizens and locals.
- **use as many visual/pictorial elements** as possible in your messages, signs and communication products.
- produce materials **directly involving non-native representatives** and/or in collaboration with institutions

or individuals trusted by non-native citizens.

- deploy **multilingual teams** with interpreters, linguistic-cultural mediators, volunteers and staff and make sure that relevant staff has access to online or remote translation and interpretation services (e.g. through apps on their smartphones).
- be mindful of **group-specific etiquette, behavioural and speaking codes** that can be more effective, when having direct contact with non-native citizens. For example, you should be mindful that in some national groups, depending on specific cultural practices, women may only speak to other women.
- carefully evaluate who should accompany you, whenever **visiting locations with a considerable non-native population to deliver emergency-related messages**. In general it could be effective to involve a community member known and trusted by non-native citizens, but consider that in some cases more institutional figures such as a linguistic-cultural mediator, or even uniformed officials, could be helpful too.

1 PREVENTION

Prevention activities must involve the entire interested area, using a **systemic perspective**, and must actively integrate the beneficiaries of the emergency intervention. All the local actors, from the institutional services (health, education, social sector, etc.) to the third sector, to the groups which are socially active and directly interact with the community, including - but not exclusively - non-native citizens, must be activated and involved from this phase onwards. It is also important to share emergency procedures that should be adopted in case of necessity with prominent institutions concerning the migrants' countries of arrival, such as consulates, embassies and cultural institutions. Such procedures could include, for instance, the quick issuing of documents or support for the organisation of travels for the temporary return to the countries of origin.

Non-native citizens must be strongly involved from this phase onwards, making sure they are informed and prepared to face possible hazards as to decrease their vulnerability. At the same time, to help create more inclusive and effective emergency management and strengthen the resilience of their communities, it is an advantage to leverage the skills and resources of non-native citizens. It also benefits communities as a whole by allowing emergency management efforts to leverage all locally available capacities and resources (see also, *Engaging Migrants in Emergency Preparedness and Response*, p. 3-4, in English).

INFORMING THE NON-NATIVE COMMUNITY / SHARING THE PLAN

Civil protection and locally based emergency response is a phenomenon that may be foreign to non-native communities.

It is necessary to organise **explanatory meetings and training sessions** to introduce the system to non-native communities. These should include concrete information about shelters, evacuation sites and other facilities. Becoming acquainted with the phenomenon will help increase people's trust in response agencies and entities and limit distress and disorientation during emergency response situations.

DEFINING THE COMMUNICATION CHANNELS THAT REACH ALL COMMUNITIES / CREATING A NETWORK

This effort should lead to the creation of a **contact directory** that includes institutional communication channels (sites of public administrations, health institutions, public security institutions, aid and emergency agencies, where present; newspapers and online newspapers) and media outlets and communication channels used by most non-native citizen communities (e.g. their foreign post's official channels, their communities' social media pages). When possible, it is advisable to collect the telephone and social media contacts of the citizens in order to create a direct line of communication. To enhance the inclusive dimension of the communication, sometimes some simple tricks can help; for example, Facebook allows you to automatically translate a post into different languages so users can read the post in the language to which their account is set. This feature can be used in order to increase the scope of people reached.

CREATING TAILORED MATERIAL

To make sure everyone understands what to do in case of emergency, emergency material in the languages spoken by non-native communities in your territory should be created so it is readily available in the moment of an emergency.

IDENTIFYING SPECIFIC NEEDS AND HOW TO ADDRESS THEM

Members of non-native communities may have different needs from local communities. These could be cultural and/or

faith-based needs (e.g. dietary needs, hygienic needs, need for areas assigned to prayer), but they could also derive from a lack of extensive or strong social networks in the territory (e.g. psychosocial needs).

HOW TO ENGAGE NON-NATIVE CITIZENS IN EMERGENCY MANAGEMENT

It can be very useful to engage non-native citizens in emergency management. Having specific knowledge about their community, its norms and beliefs, they can contribute by providing information and guidance on matters such as risk perception, response behaviour, culture-specific needs or challenges to assistance access. Additionally, their integration into emergency management personnel can increase acceptance of, and trust in, emergency management actors by other non-native citizens. Their engagement in emergency management work can also potentially support a more positive discourse on non-native citizens' presence in the host community.

Some of the specific forms of support that non-native citizens may be able to provide in the prevention phase include:

- **Contribution to emergency planning:** Non-native citizens will be able to revise emergency prevention and contingency plans, including emergency communication plans, plans for evacuation shelters and arrangements for the stockpiling and distribution of food and non-food items. They can help

make sure that these plans adequately cater to the specific needs of non-native citizen groups.

- **Translation and interpretation services:** Non-native citizens can be a valuable resource in the context of translating communication products and messages.
- **Intercultural mediation:** Although the professional profile of the intercultural mediator is more defined in terms of standards, roles, skills and functions, it may, in emergency situations, be necessary for non-natives citizens to carry out or assist in a variety of face-to-face activities, such as interviews, data collection, counselling, etc., in which cultural sensitivity and trust may be essential.
- **Outreach and mobilisation:** Non-native citizens can play a crucial role in disseminating preparedness and response information as well as coordinating relevant work in their communities, including further training of fellow non-native citizens on recommended behaviours and responses.

For more information see: *Engaging Migrants in Emergency Preparedness and Response* (In English)
Civil Protection in Diverse Societies: Migrants, Asylum Seekers and Refugees in the Context of Major Risks Prevention and Management
(In Arabic, Chinese, English, French, Russian, Spanish)

2 EMERGENCY RESPONSE

After having carried out a correct prevention activity by preparing the needed tools and identifying the human resources among the non-native citizens, it is important to consider the aspects that will be addressed in the response phase, especially if these involve the reception and permanence of people in camps and collective emergency accommodation (see also, *Guidelines to Protect Migrants in Countries Experiencing Conflict or Natural Disaster*, p. 32, in Arabic, Chinese, English, French, Russian and Spanish; *Emergenze e intercultura. L'esperienza del sisma in Emilia Romagna*, in Italian).

COMMUNICATION

Once a conflict or natural disaster erupts, multiple formal and informal communication systems should be activated. Stakeholders can communicate information to and receive information from non-native citizens and other stakeholders. Messages should be repeated using multiple channels, and different media can help expand coverage. It is particularly important to reach migrants in an irregular immigration status, those working in isolated and remote locations and those who lack access to social and other networks.

FACILITATION OF NON-NATIVE CITIZENS' ABILITY TO MOVE TO SAFETY

In the immediacy of a conflict or natural disaster, non-native citizens, like many other affected groups, will seek to flee to safety by relocating. Identity and travel documents can be de-

stroyed, lost, inaccessible or left behind in the chaos and intensity of a crisis, and the access to valid identity and travel documents is therefore crucial for migrants seeking to cross international borders to escape harm. It may, with this objective, be possible to try and create opportunities for non-native citizens to return temporarily to their countries of origin, where they could find welcoming conditions with their extended families. To this end, it is necessary to be ready to activate embassies, consulates and police headquarters of reference to give effect to agreements signed during the prevention phase.

ESTABLISHMENT OF CLEAR REFERRAL PROCEDURES

Stakeholders should establish referral procedures to ensure that those responding to the needs of migrants refer refugees, asylum seekers and stateless persons to national and international protection mechanisms for these groups.

PROVIDE ASSISTANCE, NOT WELFARISM

Emergency management should provide assistance and support, promoting the empowerment of the recipients rather than creating a dependency culture. When the conditions allow it, non-native citizens should be involved in the emergency response, valuing the individuals' place in the community and their possibility of having a chance to play an active, meaningful role in the emergency response and the community.

PRESERVATION OF EVERYONE'S WELLBEING

In order to guarantee an efficient emergency response, it is key to guarantee operators and volunteers the preservation of their wellbeing during their service and provide them ad-

equate accommodation close to the emergency setting, regular time off, proper psychological support and health care according to their needs.

AVOIDANCE OF UNDERVALUING OR OVERVALUING CULTURAL DIFFERENCES

It is important not to make generalisations about how members of a certain cultural or non-native community behave in reaction to a tragedy, nor, at the same time, to completely disregard the ways in which an individual's cultural identity plays a role in their approach to specific issues. It is important to take into consideration the complexity of the interaction between an individual's personal and social identity, the combination of personal and cultural traits.

TAILORING THE SERVICES TO THE INDIVIDUALS' NEEDS

Psychological and psychosocial interventions need to be adapted to the different stages of emotional reaction to the tragedy as well as to the cultural filters and social context they are developed in. Members of non-native communities may not be acquainted with this kind of intervention and support. Furthermore, language is a strong barrier that requires professional intercultural mediation. Attention should be paid specifically to the following elements:

- Unlike locals, non-native communities often **lack social and parental ties to the territory**, which is one reason for their heightened vulnerability.
- **Children and teenagers**, who are more integrated in the local society, are often asked to be continuously available and act as interpreters for their parents and rela-

tives for long periods of time and are thus exposed to a higher level of stress than they should be.

IDENTIFICATION OF CAUSES, PREVENTION AND MANAGEMENT OF CONFLICT

Be aware that in conditions of distress and strain, such as in an emergency setting, people look for stability and safety and cling to things that define the normality of their daily life or that represent a factor of identity (e.g. food, religion, daily routine activities). The upsetting of these factors can become sources of stress and conflict. By not avoiding but rather facing and solving conflicts through professional conflict management will be the successful approach to overcoming the difficulties faced by the people involved.

DEALING WITH THE UPSETTING OF INDIVIDUALS AND COMMUNITIES' ORDINARY LIVES AND DYNAMICS

Daily tensions and issues between local and non-native communities may emerge or intensify in a context of instability such as the one in an emergency, especially with regards to the management of requests concerning food and sanitation in the case of forced coexistence. For this reason, the emergency situation should be taken as a chance to tackle such issues, bringing into practice a new and different approach, favouring **co-participation in the identification of solutions** and lessening the negative impact of these issues in the community. Examples could be co-participation in the definition of rules, in the use of the common spaces, in deciding the menu (including meal preparation and distribution service), etc. in order to guarantee that the solutions reached will respond to everyone's needs.

FORESEEING DIFFERENT REACTIONS FROM NON-NATIVE COMMUNITIES

Members of non-native communities who may be complete strangers to natural disasters taking place in your territories may have a more abrupt reaction to natural phenomena than locals (e.g. people who have never lived in seismic areas or who have never seen avalanches).

REACHING OUT TO PEOPLE

Do not expect people to come and actively look for help at the service points set up during the emergency response phase. Members of non-native communities may not be used to the kind of support usually provided in local emergency contexts. Furthermore, their personal emigrational and life experiences may lead them to feel afraid of going to formal places for support and/or of approaching authorities to ask for help due to a lack of legal documentation. In these situations, adopting a more individual and informal approach will be the most successful.

GUARANTEEING POINTS OF REFERENCE IN THE EMERGENCY RESPONSE

To prevent further disorientation and confusion, it is a good idea to try and avoid the turn-over of personnel engaged in the emergency response, especially the representatives of particular services. Furthermore, involving local institutions, volunteers and public services who are well acquainted with the territory and the social and political context through a **community-based approach** usually proves more effective and contributes to building up

active participation within the local community by combining power and responsibility. It is also advisable to consult and collaborate with non-native representatives, religious leaders and civil society representatives to approach non-native citizens more effectively.



For more information see
Engaging Migrants in Emergency Preparedness and Response (In English);
Civil Protection in Diverse Societies: Migrants, Asylum Seekers and Refugees in the Context of Major Risks Prevention and Management (In Arabic, Chinese, English, French, Russian, Spanish)



Do not expect people to come and actively look for help at the service points set up during the emergency response phase.

Members of non-native communities may not be used to the kind of support usually provided in local emergency contexts.



ORGANISATION OF EVACUATION SITES AND KEY FACILITIES: GUIDELINES FOR AN INCLUSIVE APPROACH

Accessing and using evacuation sites, shelters and other facilities that provide essential services is vital to people's safety and survival in emergencies. Adapting relevant arrangements to the presence of non-native citizens can be the key to ensuring that non-native citizens affected by an emergency are willing and able to use such facilities to access life-saving assistance. In this context, language barriers can hinder their understanding of signs, documents and other indications, and due to a lack of knowledge and/or trust, they may be reluctant to use these key facilities (*Assisting Migrants in Emergencies*, p. 13, in English).

Therefore, it is important to:

- **Limit language barriers** by displaying targeted communication materials (including registration forms, information leaflets, posters and signage).
- **Assign staff or volunteers who speak relevant languages** to assist the personnel at the registration desk. If possible, the personnel should be representative of different genders and prepared to be the support relation in a multicultural context - thus capable of managing, at best, the intercultural communication. In any case, it is useful to provide relevant staff with a visual communication tool or instructions to use online translation tools, if needed.
- **Address culture-specific needs** when carefully planning the spaces of emergency and reception sites; this will include identifying a prayer room and making sure relevant

materials are stocked (e.g. symbols, chairs, religious texts, praying mats, separations to segregate different areas). Make sure that all objects, especially religious ones, can be kept secure. It is also important to plan sleeping arrangements, washrooms and toilets according to culture-specific preferences and gender differences. Furthermore, it is necessary to plan appropriate responses to the presence of pets and related sensitivities.

- **Prepare and disseminate messages on migrants' right to access evacuation sites**, shelters and other key facilities. In some cases, it will be necessary to reassure migrants that no immigration enforcement operation will take place at such locations.
- **Provide food according to different groups' dietary restrictions and habits**, paying particular attention to the specificities of religious practice requirements, also according to the period in time (e.g. Ramadan). Measures should be taken both with regards to the type of food, but also to the time of distribution. Clothes and personal items should be provided according to different groups' cultural preferences and needs as well as in consideration of gender-related needs.
- Refer non-native citizens to **relevant organisations and professionals** that can respond to their specific needs if you cannot do so (i.e. legal assistance, psychological counselling, administrative help, social assistance).

3 DEALING WITH THE AFTERMATH

After the prevention phase and the management of the emergency during the crisis itself, it is necessary to also handle the post-emergency phase: the interventions in what comes after and the consequences. Too often, this phase is not considered as important as the others, and it is therefore dispersed as an opportunity for development of all the involved actors and for the growth of the resilience capacity of the entire community. Below are some suggestions to better address this phase.

ADDRESSING NON-NATIVE CITIZENS' IMMEDIATE NEEDS

The dislocation and disruption created by conflicts or natural disasters can have significant and severe consequences for the **socio-economic wellbeing** of migrants and their families. Possible interventions include cash assistance to address immediate needs, psychosocial counselling, health care, physical rehabilitation, family tracing services, assistance in recovering outstanding wages, assets and property, compensation to address losses and much more. Strengthening a multilingual secretarial service in handling the administrative and legal practices would facilitate non-native citizens' access to these services, the achievement of their effectiveness and of the expected outcomes.

SUPPORTING NON-NATIVE CITIZENS' HOST COMMUNITIES

Interventions should also address the impact on commu-

nities in the state of origin to which migrants return, host states from which migrants have fled or states of transit to which migrants flee. Such communities may lack sufficient resources, services and infrastructure to support migrants. An approach to post-crisis action that incorporates the needs of host communities is more likely to be successful than one that solely targets migrants and their families. Such an **inclusive approach** can foster long-term community, social cohesion and stability. This may be particularly important if migrants and their host communities continue to deal with the effects of crises on a medium- or long-term basis.

CLOSING THE CIRCLE / TURNING THE EMERGENCY INTO AN OPPORTUNITY

Support and assist the people affected by the emergency in getting closure with the experience and the trauma it might have caused, so that they can **turn it into a constructive foundation for their future**. The emergency should also be seen as a chance to improve the relationships among the members of communities that would not usually interact in their everyday life. Positive outcomes may derive from the change of setting and disruption of everyday dynamics caused by the emergency. If fostered, they can be the basis for improving resilience in the community.

MANAGING THE TRANSITION

It is important to define a plan to support the community in transiting from a state of emergency to normality, through the promotion of members' personal and collective capacities as individuals, groups and as a whole community.

MONITORING AND EVALUATING

It will be favourable to collect feedback about the quality of the emergency response from both individuals affected by the emergency as well as professionals and volunteers operating as part of the response. Based on this feedback, it is possible to identify the positive and negative aspects of the response, what can be improved and which good practices should be maintained.

PLANNING FOR PROLONGED PSYCHOSOCIAL SUPPORT

It is important to set up a system of psychological and psychosocial support in the aftermath of the tragedy when both individuals and social groups/communities face emotional, behavioural and relational instability. When doing so, it is important to remember that some reactions and factors affecting individuals are universal, while some are filtered by cultural and traditional elements and that they will require different approaches.

FOSTERING SOCIAL COHESION

Drawing from the emergency experience, it is a good idea to **invest in social cohesion and community-building practices and projects**. This should also be seen as preventive for future emergencies. These practices can include integration and awareness-raising projects, a focus on emergency preparation, projects of support in the post-emergency access to housing as well as defining standardised procedures/service of cultural and linguistic mediation in public services.



For more information see:

Civil Protection in Diverse Societies: Migrants, Asylum Seekers and Refugees in the Context of Major Risks Prevention and Management

(In Arabic, Chinese, English, French, Russian, Spanish);

Emergenze e intercultura. L'esperienza del sisma in Emilia Romagna (In Italian)



The emergency should also be seen as a chance to improve the relationships among the members of communities that would not usually interact in their everyday life.



WORKING WITH VOLUNTEERS

Developing a resilient city is by large a joint project for everyone in the city - not just the authorities or organisations working with resilience solutions. Everyone has something to bring to the table and has resources that can be put into use to create a more robust local community. Strong ties to volunteers and civil society help create new opportunities and better results for any city.

This section gives information and inspiration on how to work with volunteers and engage non-native citizens.

1 WHY IS IT IMPORTANT TO WORK WITH VOLUNTEERS?

Empowering citizens to take action can be crucial in preventive work and in tackling disasters and crises. This

empowerment, which makes citizens more equipped to solve problems and increases self-esteem, can be particularly important for marginalised groups or communities who, through this process, can feel more self-reliant (*Camp Management Toolkit*, cp. 3, in English).

VOLUNTEERS' ENGAGEMENT: PARTICIPATION LEVELS AND APPROACHES

Degree of participation	Definition	Characteristics of participation measures
Ownership	Communities control decision-making and other partners facilitate their ability to utilise resources. There is therefore a greater sense of ownership, belonging and responsibility.	Communities are in charge of decision-making
		Right to veto
		Other partners involved are only there to facilitate and ensure progress and decisions are made
Interactive	Communities are involved in decision-making on equal terms with other partners.	Communities are involved in the whole process of decision-making, but the topic/goal is defined from above (municipality/city)
		Communities have equal rights to influence decisions (equal to other partners involved)
Functional	Communities are involved in one or more activities, but they have limited decision-making power, and other partners continue to have a part to play.	Continuous workshops/hearings, during a process, where information is taken back to the community for feedback/input
		Involvement of community stakeholders in working groups
Consultation	Communities are asked for their opinions, but they do not decide on what to do or the way to accomplish goals.	Hearings
		Workshops
		Interviews/surveys
Information Transfer	Information is gathered from communities, but they are not taking part in discussions leading to informed decisions.	Stakeholder interviews
		Questionnaires/surveys
		Field studies
Passive	Knowledge is shared with communities, but they have no authority on the decisions or actions taken.	Communication campaigns
		Distribution of information materials to households

Creating ties to and cooperation with local communities and volunteers is also a way to strengthen the social cohesion of society, which, in times of disaster and crisis, can help ensure that all citizens are reached and informed.

Participation can happen on different levels. The table on [page 22](#) outlines different levels and gives examples of participation approaches (see [Camp Management Toolkit](#), p. 48, in English).

The further up the table a city is working, the more they move towards citizen involvement and ownership of decisions. Involving citizens in an active way by creating dialogue about decision-making is also a kind of co-creating. Co-creation can be a means to develop a strong, resilient and robust city that can face the challenges of the future. Co-creation is a way to build organisational capacity and provide services and cooperation across different levels of the city through 'bottom-up' ideas (in this regard, see [Vejle's Resilience Strategy](#), in English).

2 ENGAGEMENT OF VOLUNTEERS

Volunteers are by definition people who invest their time/assistance without pay on a voluntary basis. This can happen through an ongoing agreement or on a needs basis. In a resilience perspective, and especially when talking about disasters or crises, there can be great potential in including volunteers at different stages of the resilience work.

The use of volunteers is generally regulated at the national level. It is therefore necessary to start by gaining knowledge of said **legislation** and about the ways in which voluntary work is foreseen and in which forms and contexts it is used. City administrators should always consult the city's policies regarding the involvement of volunteers.

Particular attention must always be given to insurance coverage and/or safeguards aimed at the volunteers, who

may incur risks in carrying out their activities. In addition, lists of volunteers may already be available, specifying the type of activity and volunteering associations of specific areas. It is therefore necessary always to start by mapping out the existing resources so as not to replicate actions or incur inter-institutional misunderstandings.

In the [next pages](#) we present a table containing general references to support the definition of the role and involvement of volunteers in the various phases of an emergency, from the prevention phase to the long-term post-emergency phase.



For inspiration on community organisation and community emergency plans, consult the Community Emergency Plan Toolkit ([Community Emergency Plan Toolkit](#), in English).

ROLE AND INVOLVEMENT OF VOLUNTEERS IN THE DIFFERENT PHASES OF AN EMERGENCY

	Task	Methodology	Volunteer characteristics
PREVENTION	Identification of at risk groups (groups/ individuals that are especially vulnerable in case of disaster)	Stakeholder involvement	Large knowledge of community groups Involvement can be needs based
	Development of adequate prevention measures (information campaigns, emergency drills, etc.)	Workshops, hearings/feedback session. Depending on level of participation volunteers can be the driver of the development or provide input to/qualify what has been developed	Involvement can be at one point or a continuous process Must possess characteristics of community, i.e. can be non-native, socially disadvantaged
	Building networks / 'command lines'	Establish key contact persons to provide information to in case of emergencies	Reliable - continuous task Must receive training in emergency procedures Should have a large network into local community to spread information further
	Providing expertise knowledge of local community	Meetings/hearings, stakeholder involvement	Insight into local community Knowledge of challenges, counter movements, possible hostility in community
	Passing information to community groups/individuals	Through informal networks, door- to-door, social media networks	Commitment to act Network/contacts Possible knowledge of non-native languages
EMERGENCY RESPONSE	Acting as link between official channels and community	Through chain of command they can provide information both ways through the system about immediate situations	Commitment and reliability Ability to gather information from local community Should have strong trust from community
	Implementing emergency plans immediately (e.g. when authorities/ emergency personnel is not able to assess an area)	Providing training to key persons in local community in e.g. evacuation, environmental risk handling, etc.	Must receive training Must be reliable and on the spot Should have insight into the local areas physical layout (e.g. where are fire extinguishers, heart starters)

	Task	Methodology	Volunteer characteristics
AFTERMATH (short term)	Establishing emergency housing/aid and providing non-expert help (logistics, etc.)	Through their local knowledge and network they can help gather and facilitate the resources of the local community	Knowledge of resources in the community (e.g. facilities, kitchens, food stores)
			Strong contacts to community stakeholders and individuals
	Providing an overview of the local situation through having local expertise (e.g. which areas are worst damaged, which families need special attention)	Continuous contact with city authorities	Should be/become a key person in the community, so that others provide information to them
AFTERMATH (long term)	Community organising (facilitating networks to rebuild the community)	Community activities, networking and stakeholder actions, practical work	Should possess a general overview of the local community (are there some individuals with special needs, etc.)
			Organisational skills
	Refining/developing emergency plans further	Workshops, feedback sessions	Good network into local community/ability to mobilize citizens
			Have experience with the local community

“ Volunteers are by definition people who invest their time/assistance without pay on a voluntary basis ”

EXAMPLES OF VOLUNTEERS INVOLVEMENT

Italy: Civil Protection Volunteers

In Italy, a great number of volunteer associations are linked to the Civil Protection Network. This means that a large number of citizens are informed and trained on risk and emergency related topics. Included are local groups of Civil Protection volunteers that almost every municipality has: Red Cross groups, Scouts, volunteer fire-fighters, etc. Some of these actors regularly organise training activities open to everyone, e.g. on life-saving procedures. These are sometimes organised with schools, parental associations etc. These training sessions offer the chance to discuss safety and risk prevention with citizens, and they are often the first step in engaging new volunteers in the organisations.

These initiatives are not aimed specifically at immigrant organisations/associations, but the associations are open to both Italian and non-Italian citizens and are constantly in search of volunteers and associates. Moreover, another possibility of participating in Civil Protection associations is offered (only for some age groups) by the Civil Service, which, starting from 2017, is open to foreign citizens. Through targeted cooperation with migrant communities and associations, adaptations (like interpretation, adaption of materials, etc.) can be made in order to better promote the participation of non-native citizens in volunteer associations.

France: Journée Départementale des Risques Majeurs (Major Risks Departmental Day)

In some municipalities, a special day has been organised in order to inform kids and adults about risks. Actors like fire departments, French Red Cross, Civil Protection and others participate to distribute information. This is an initiative aimed at the general public, but this includes non-native groups. Special attention to migrant groups could be given by hosting activities in areas where the migrant population is high.

Denmark: Through Fire and Water

In Vejle, Denmark, the local SSP (school, social service and police collaboration) runs an annual course for a youth fire brigade, consisting of young people (ages 13-16) who find themselves in difficult situations (low self-esteem, at-risk groups, etc.). The aim is to give the young people self-confidence, but also to teach them first aid, fire-fighting skills, etc. through a five-day course. Work is done to keep the relation between the young people and the fire department going after the course. This initiative, on the one hand, works to strengthen the capacities of the city in case of emergencies, and, on the other hand, it also works as a preventative measure by teaching young people how to act smartly, thus increasing the social resilience of the city.

3 MANAGING VOLUNTEERS

There are several considerations about managing volunteers to be held. It takes a dedicated effort and structured approach. Inspiration for how to manage such an effort can be found in the Volunteer Management Cycle (*Managing Volunteers - A Good Practice Guide*, in English). The cycle illustrates the phases that are generally followed in effective dealings with volunteers.

This cycle can be used to create a local action plan on how to involve volunteers in your city and how to make the process of engaging them run smoothly.



4 THE KEY TO SUCCESS WHEN DEALING WITH VOLUNTEERS (IN RELATION TO NON-NATIVE CITIZENS)

The following are important factors that help ensure success in endeavours to work with volunteers on resilience matters, specifically targeting non-native citizens.

For professionals/city representatives working with volunteers:

- **Keep an open-minded approach.** This is especially important if the volunteers are non-native citizens and multi-cultural perspectives come into play.
- **Be patient and explain things thoroughly** - even if you believe that what is meant could be taken for granted.
- **Be aware of language barriers** - and find ways to deal with them, either through the use of interpreters or gatekeepers who can translate for others. Also pay attention to this aspect in any materials developed.
- **Establish clear definitions of roles**, so everyone is aware of their responsibilities and tasks and do not feel overwhelmed.
- **Look for solutions**; be open to the inputs coming from the community/volunteers - they often know their needs best.
- **Be prepared to handle and mediate** in conflicts between different community groups and interests.

Know what your mandate is in regards to making decisions and what should be tackled in other fora.

- **Create empowerment!** Teach the volunteers to take initiative and value their opinions to help them grow.
- **Treat people as individuals** and do not generalise based on cultural background.

For volunteers (both of non-native and native background) dealing with non-native people:

- **Be proactive** and reach out. Do not expect local communities to come to you.

- **Use existing networks and associations** to reach the local community. Go through gatekeepers/stakeholders who can provide you with good contacts and goodwill.

- **Establish lines of communication.** Make sure that you are the one people will contact in case of emergencies or issues. Be available.

- Be sensitive to **multicultural** issues.

- **Be aware of your role;** if discussions or questions lie outside of your knowledge or area, take these questions to the relevant actor.

INSPIRATION ON HOW YOU CAN ENGAGE VOLUNTEERS

France: Information about Volunteering

The French Government has dedicated a part of its official website to giving information about how to commit oneself to helping in case of an emergency. The information deals with the different things one can do to help and the training sessions that are available:

Risques - Prévention des Risques Majeurs (in French).

Denmark: Using Design Thinking to Discover Volunteer Potential

Through the design thinking method, institutions for citizens with reduced physical or psychological functions in Vejle Municipality have developed ways for these citizens to use their abilities to be of assistance to others. There is a clear resource perspective behind this; all citizens are capable of contributing. Design thinking can be used as a way to identify such resources in different communities and groups of citizens and to make these people aware of themselves, of how they have something to contribute too (**Design gør borgere til mestre i eget liv**, in Danish).

TOOLS AND EXAMPLES

This section provides specific tools and materials to work with and can be used in a practical context or just serve as inspiration. The materials consist of guidelines, checklists, leaflets, illustrations and videos.

In the Annexes, you can also find materials specifically created within the AMARE-EU project.

1 ILLUSTRATIONS, LEAFLETS AND VIDEOS

EMERGENCIES

- *Emergency kit* by the French Government (in French), 2016. Pictorial card
- *How to keep your family safe* by ORSEC (Organisation de la Réponse de Sécurité Civile) (in French), 2010. Leaflet
- *Different emergencies and what to do* by the Town Hall of Toulouse (in French), 2016. Leaflet

FLOODING

- *What to know and what to do right away* by Department of Civil Protection, Ingv - National Institute of Geophysics and Vulcanology, Anpas - National Association of Public Assistance and ReLUIS, (in English and Italian), 2017. Leaflet
- *What to do during the alert and after flooding* by Department of Civil Protection, Ingv - National Institute of Geophysics and Vulcanology, Anpas - National Association of Public Assistance and ReLUIS, (in English and Italian), 2017. Pictorial card
- *How to keep your family safe* by the Town Hall of Toulouse, 2016 (in French). YouTube Video

TSUNAMIS

- *What to know and what to do before a tsunami* by Department of Civil Protection, Ingv - National Institute of Geophysics and Vulcanology, Anpas - National Association of Public Assistance and ReLUIS, (in English and Italian), 2017. Leaflet

- *What to know and what to do during a tsunami* by Department of Civil Protection, Ingv - National Institute of Geophysics and Vulcanology, Anpas - National Association of Public Assistance and ReLUIS, (in English and Italian), 2017. Pictorial card
- *How to prepare in case of a tsunami* by Sikana (in English), 2016. YouTube video

EARTHQUAKES

- *What to know and what to do before an earthquake* by Department of Civil Protection, Ingv - National Institute of Geophysics and Vulcanology, Anpas - National Association of Public Assistance and ReLUIS, (in English and Italian), 2017. Leaflet
- *What to do before and after an earthquake* by Department of Civil Protection, Ingv - National Institute of Geophysics and Vulcanology, Anpas - National Association of Public Assistance and ReLUIS, (in English and Italian), 2017. Pictorial card
- *How to protect yourself during an earthquake* by Sikana (in English), 2016. YouTube video

CHEMICAL ATTACKS

- *How to react in the event of a chemical attack* by the French Government (in English). Pictorial card

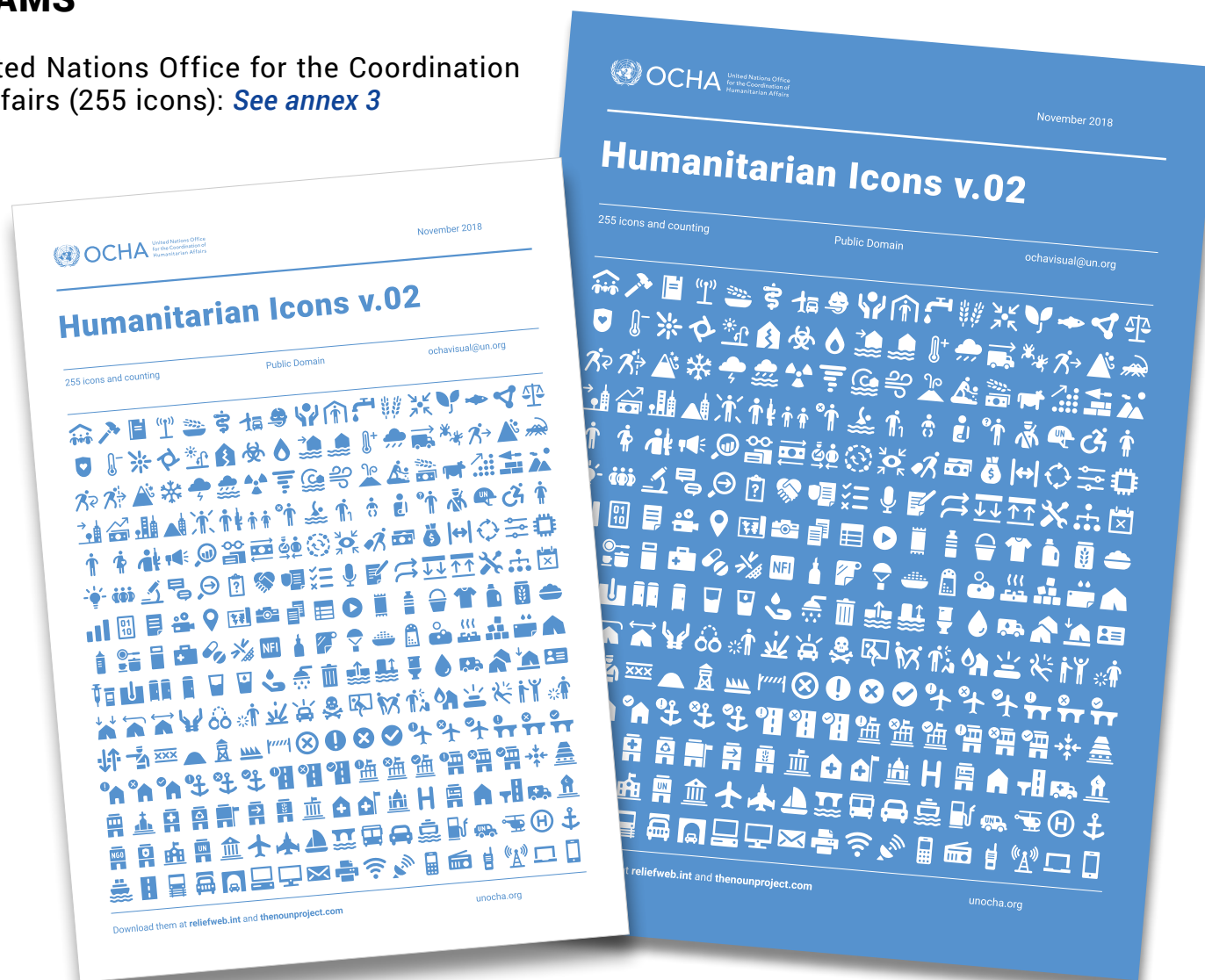
TERRORISM

- *How to act in case of terrorism* by the French Government (in French). Pictorial card

2 PICTOGRAMS

Pictograms by United Nations Office for the Coordination of Humanitarian Affairs (255 icons): [See annex 3](#)

Annex_03 ➡



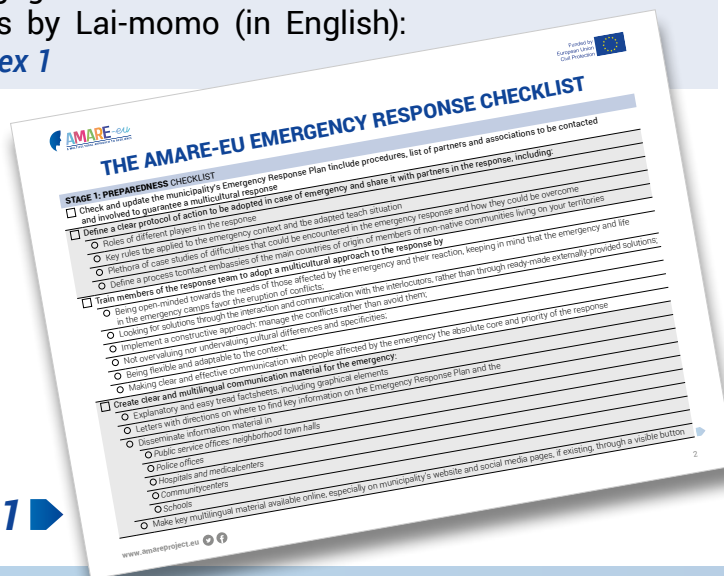
3 GUIDELINES AND CHECKLISTS

RESILIENCE

- *Urban Resilience Profiling Tool* by UN-Habitat, 2018 (in English)
- *European Resilience Management Guideline* by Municipalities of Donostia/San Sebastian, Glasgow, Kristiansand, Bristol, Riga, Rome, Vejle, Athens, Greater Amman, Manchester, Malaga, Malmö, Reykjavik, Stirling and Thessaloniki, 2018 (in English)

NON-NATIVE CITIZENS

- *Checklists* concerning different stages of the response to the emergency with a particular focus on the protection and engagement of members of non-native communities by Lai-momo (in English):
See annex 1



Annex_01

- *Engaging Migrants in Emergency Preparedness and Response* by International Organization for Migration (IOM), 2018 (in English)
- *Adapting Local Evacuation Plans to Better Account for Migrants and Their Needs* by International Organization for Migration (IOM), 2017 (in English)
- *Assisting Migrants in Emergencies - Recommended Actions for Inclusive Provision of Emergency Services* by International Organization for Migration (IOM), 2018 (in English)
- *Civil Protection in Diverse Societies: Migrants, Asylum Seekers and Refugees in the Context of Major Risks Prevention and Management* by International Organization for Migration (IOM), 2014 (in Arabic, Chinese, English, French, Russian, Spanish)

VOLUNTEERS

- *How to Commit Oneself in Emergency Work* by the French Government (in French)
- *Community Emergency Plan Toolkit* by the Government of the UK, 2016 (in English)

CAMP MANAGEMENT

- *Camp Management Toolkit* by International Organization for Migration (IOM), Norwegian Refugee Council (NRC) and UN Refugee Agency (UNHCR), 2015 (in English)

4 MATERIALS FOR INSPIRATION

RESILIENCE IN VEJLE MUNICIPALITY

- *Social resilience* by Vejle Municipality, 2018 (in Danish). Facebook Video
- *Vejle's Resilience Strategy* by Vejle Municipality, 2016 (in English)

NON-NATIVE CITIZENS

- *Emergenze e intercultura. L'esperienza del sisma in Emilia Romagna* by Lai-momo, 2013 (in Italian)
- *Best practices: Post-Earthquake Emergency Response in Emilia Romagna, Italy* by Lai-momo, 2013 (in English): See annex 2

VOLUNTEERS

- *Design gør borgere til mestre i eget liv* by Viden På Tværs, 2016 (in Danish)

Annex_02





AMARE-eu

A MULTICULTURAL APPROACH TO RESILIENCE

THE AMARE-EU EMERGENCY RESPONSE CHECKLIST

TOOLKIT



THE AMARE-EU EMERGENCY RESPONSE CHECKLIST

STAGE 1: PREPAREDNESS CHECKLIST

- ☐ Check and update the municipality's Emergency Response Plan to include procedures, list of partners and associations to be contacted and involved to guarantee a multicultural response
- ☐ Define a clear protocol of action to be adopted in case of emergency and share it with partners in the response, including:
 - ☐ Roles of different players in the response
 - ☐ Key rules to be applied to the emergency context and the adapted teaching situation
 - ☐ Plethora of case studies of difficulties that could be encountered in the emergency response and how they could be overcome
 - ☐ Define a process to contact embassies of the main countries of origin of members of non-native communities living on your territories
- ☐ Train members of the response team to adopt a multicultural approach to the response by
 - ☐ Being open-minded towards the needs of those affected by the emergency and their reaction, keeping in mind that the emergency and life in the emergency camps favor the eruption of conflicts;
 - ☐ Looking for solutions through the interaction and communication with the interlocutors, rather than through ready-made externally-provided solutions;
 - ☐ Implement a constructive approach: manage the conflicts rather than avoid them;
 - ☐ Not overvaluing nor undervaluing cultural differences and specificities;
 - ☐ Being flexible and adaptable to the context;
 - ☐ Making clear and effective communication with people affected by the emergency the absolute core and priority of the response
- ☐ Create clear and multilingual communication material for the emergency:
 - ☐ Explanatory and easy-to-read factsheets, including graphical elements
 - ☐ Letters with directions on where to find key information on the Emergency Response Plan and the
 - ☐ Disseminate information material in
 - ☐ Public service offices: neighborhood town halls
 - ☐ Police offices
 - ☐ Hospitals and medical centers
 - ☐ Community centers
 - ☐ Schools
 - ☐ Make key multilingual material available online, especially on municipality's website and social media pages, if existing, through a visible button

- ☐ Organize informative meetings and dissemination events engaging representatives / members of non-native communities through official and unofficial channels:
 - ☐ Apartment block administrators
 - ☐ Neighborhood representatives and administrators
 - ☐ Social and cultural centers
 - ☐ Religious institutions and gathering sites
 - ☐ Educational institutions
- ☐ Prepare multilingual material to be used during the response:
 - ☐ Identification badge for operators and officials operational in the emergency response
 - ☐ Identification badge for affected people living in emergency camps and/or buildings
 - ☐ Registration modules for affected people living in emergency camps and/or buildings, to collect personal data, specific medical/social/educational needs that may help providing support during and after the emergency
 - ☐ Signs and informative boards to be hung in the emergency camp or buildings, providing directions, information about opening times of certain services, ie. Canteen; medical center; psychological support center; children's center;...
 - ☐ Material to be used to provide specific services: medical terms and phrasebook; food and clothing vocabulary; maps adaptable to the context; ...

STAGE 2: DURING THE RESPONSE CHECKLIST

- ☐ Share the protocol of response with the operators involved
- ☐ Finalize the rules defined in the preparedness stage and adapt them to the emergency context and in collaboration with the operators
- ☐ Involve associations, NGOs and religious groups previously identified and trained
- ☐ Set up an efficient communication system on the emergency setting, including the use of portable radios, megaphones and loudspeakers that allow to reach people easily
- ☐ Make operators and volunteers responding to the emergency easily recognizable by those affected
- ☐ Give trained operators and volunteers a specific role in the response
- ☐ Set a schedule for operators and volunteers involved in the response that guarantees their physical and psychological wellbeing
- ☐ Reach out to people, invest on relationship to foster people's trust in the services provided in the emergency response
- ☐ Identify and register those affected by the emergency and living in the emergency camp using the prepared demographics modules if necessary
- ☐ Make multilingual signs and informative boards visible and easily accessible
- ☐ Print out and distribute multilingual maps of the emergency camps, including key service points (canteen, toilets, info point, health center, children safe space, ...)

- ☐ Guarantee the presence of cultural mediators at each service point
- ☐ Guarantee the presence in the emergency setting of experts in social service provision, psychological support, protection of minors, gender violence, conflict management
- ☐ Provide psychological support both to children and adults:
 - ☐ Involve professional psychologists, ethno-psychologists and experts in disasters and emergency traumas
 - ☐ Organize Art-therapy activities: organize creative laboratories and activities (narration, visual art, music, circus...) targeting children and adults/old people, through children, which can help them overcome and transform the negative experience of the emergency in a constructive way: art-therapy is a technique which gives people the possibility to elaborate, express and heal their tensions and feelings indirectly through art production
 - ☐ Set up safe spaces for children, and make sure their parents are aware of their position and the offered activities, reassure them about the safety of their children
 - ☐ Engage and reach out to adults through activities that involve both children and adults
- ☐ Prevent and manage conflict:
 - ☐ Provide dietary information about the food served at the canteen
 - ☐ Pay particular attention to the setting up of sleeping areas and toilets
 - ☐ Define and share common rules that everyone must respect for the use of common areas
- ☐ Identify community leaders or representatives of non-native communities
- ☐ Guarantee the safety of people living in the emergency camp by controlling and limiting the access to the camp those living in it

STAGE 3: DEALING WITH THE AFTERMATH CHECKLIST

- ☐ Set up a follow-up system of the most vulnerable people affected by the emergency and assisted during the response
- ☐ Set up a monitoring system:
 - ☐ Distribute written multilingual questionnaires to collect feedbacks, in easy access spaces:
 - ☐ Public service offices: neighborhood town halls;
 - ☐ Hospitals and medical centers
 - ☐ Community centers
 - ☐ Make online multilingual questionnaires to collect feedbacks
 - ☐ Organize focus group discussions involving members of different groups, associations, institutions that took part in the response
 - ☐ Organize focus group discussions with people affected by the emergency that received assistance
- ☐ Make a list of lessons learnt and update the existing emergency response plan and protocol accordingly
- ☐ Set up a psychological follow up service for emergency respondents and those affected by the emergency
- ☐ Update and offer training to key actors taking part in the planning and coordination of the emergency response



AMARE-eu

A MULTICULTURAL APPROACH TO RESILIENCE

BEST PRACTICES NON-NATIVE CITIZENS

TOOLKIT



POST-EARTHQUAKE EMERGENCY RESPONSE IN EMILIA ROMAGNA, ITALY

LAI-MOMO CASE STUDY

In 2012 a strong wave of earthquakes hit several municipalities in the Emilia Romagna region. Lai- momo took part in the response to the emergency, as expert in multiculturalism and integration, providing their support in the protection and involvement of non-native communities living on the hit territories.

Following the end of the emergency, an evaluation of the response was conducted with entities who collaborated in the response: volunteers, members of civil society, representatives of local and national administrations, members of civil protection were gathered in focus groups to discuss the positive and negative outcomes of the management of the emergency.

Drawing from its first-hand experience and feedbacks collected at the end of the emergency, Lai- momo could identify recurring elements and best practices implemented at different stages of the response to the emergency, with a particular focus on the protection and engagement of members of non-native communities.

This case study will report the best practices that were implemented in these three stages of the emergency response:

- 1. Preparednes**
- 2. During the response**
- 3. Dealing with the aftermath**

1. PREPAREDNESS BEST PRACTICES

Informative training of municipalities officials, East Province of Bologna, Italy

- **Objective:** organize a consultancy service to the personnel of the social services, demographics office, health services, police, public relation office, teachers, providing socio-political and cultural information about four countries of origin of the major non-native communities living on the territory.
- **Target:** municipalities public offices and officials: personnel of the social services, demographics office, health services, police, public relation office, teachers, civil protection operators...
- **Activities:** Lai-momo coordinated and managed the implementation of cycles of informative and lectures about the socio-cultural and socio-political contexts in Pakistan, Morocco, China and Nigeria. These lectures led up to confrontation and debates among the municipalities' officials and the experts involved in the project, and provided tools to the target recipients to better interact with non-native citizens on their territory and to design services, particularly in the emergency response, that would keep into consideration the diversity of needs.

Transformation of cultural mediation from a service to a process, Modena and province, Italy

- **Objective:** support the planning of an optimal use of cultural mediation in the health system on a daily basis and in case of emergency
- **Target:** health operators in the Local Health Authority (ASL) of the municipalities of Modena and its province
- **Activities:** local cooperatives conducted a monitoring phase of the ongoing activity of cultural mediation provided in hospitals and health centers within the targeted municipalities. The results of this monitoring highlighted that this service was often irregular and provided based on the occurrence of need. In order to transform cultural mediation activities into a process, the cooperatives supported the setting up of a program of cultural mediation: of a consolidated pool of professional cultural mediators was identified, and they were provided with a specific training about cultural mediation in emergency contexts. Through these activities, cultural mediation turned from a service to an integrative and continuative component of the health services in support of health operators in the municipalities.
- **Methodology:** The monitoring phase of the implemented activities of cultural mediation was followed by a presentation of the collected data to the stakeholders involved in the health services; based on these data, stakeholders were involved in workshops on the elaboration and response to the needs of the Local Health Authority (ASL), through a participative approach, which led to the re-definition of the cultural mediation from service to process.

2. DURING THE RESPONSE BEST PRACTICES

Setting up of toilets and personal hygiene tools, Emilia Romagna region, Italy

- **Objective:** address personal needs during the emergency response, reducing to the limit the emergence of conflicts and tensions
- **Target:** all people affected by the earthquake emergency and living in the emergency camp
- **Activities:** Lai-momo assisted the local and national civil-protection in the identification of specific personal care needs defined by cultural and religious practices, such as cleaning of intimate parts of the body separately from the rest during Ramadan. These needs had become cause of conflict and misunderstanding among people living in the camp as well as cause of distress for the individuals. As a remedy to this, Lai- momo and civil protection operators attended to them and turned them into a source of inter-cultural dialogue. The response to the needs was defined accordingly: personal tools for body washing were provided to the individuals or made available in the toilets, and male and female toilets were set up in different corners of the camp.
- **Methodology:** needs were identified through the collection of feedbacks and comments from the receivers of emergency support living in the camp through direct communication via cultural mediators.

3. DEALING WITH THE AFTERMATH BEST PRACTICES

Facilitate affected people's return to private housing following the emergence, Union of Municipalities North of Modena (UCMAN), Italy

- **Objective:** draw a statistical, demographical and socio-economic map of families living in temporary housing built up during the earthquake emergency response, with the aim to facilitate the process of return to stable housing, to solve eventual problems of coexistence in these areas densely populated by multicultural communities, and to support unemployed and job seekers living in the area
- **Target:** people living in removable temporary housing offered during the emergency response in these municipalities
- **Activities:** local cooperatives conducted semi-structured interviews with 144 families, both Italian and non-natives, inquiring on their economic stability, their level of occupation and their previous housing conditions; the collected data were elaborated to define an effective plan of action to support people affected by the emergency in their search for housing and employment
- **Methodology:** conduction of semi-structured individual interviews

Socio-cultural mediation in a highly multicultural neighborhood, Ferrara Municipality, Italy

- **Objective:** mediate and ease socio-cultural tensions among citizens living in Grattaciolo neighborhood, an area with a high density of non-native population particularly affected by the earthquake emergency; support the integration of non-native inhabitants of the area.

- **Target:** members of non-native communities living in the multiethnic areas of the municipalities affected by living issues, social exclusion and high socio-cultural tension among the residents.
- **Activities:** a local cooperative assisted the local administration to set up a public service window close to the Grattacielo neighborhood, offering assistance to the residents in dealing with various tensions: these services included citizens reception and reception of residents' reports and alerts. Furthermore, conflict mediation trainings were offered to the local residents, together with support and assistance in the management of common spaces in the neighborhood as well as in the realization of social events organized by residents. All these services were established alongside the organization and conduction of social initiatives favoring dialogue and discussions concerning the improvement of living conditions and sustainability in the neighborhood.
- **Methodology:** networking and social mediation were key implemented methodologies: in particular networking among institutions, public services, private individuals, the third sector and the residents. The promoted activities and the development of social interactions were monitored so to identify their positive and negative outcomes and determine with the residents which initiatives to promote. Overall, the activities were set in such a way to favor "participatory processes" for the community members to take care of the common areas and to define creative solutions to apply in complex situations. Empowerment was another key element of the project methodology: the ensemble of implemented actions aimed at making the residents taking part in the social initiatives responsible for their implementation as well as for their success and therefore the improvement of their living conditions.

EXISTING MATERIAL

The following links lead to material and multilingual tools which could be used / drawn upon during the response, as well as examples of material used by certain municipalities in Italy:

- **EduRisk:** materials in 5 languages (Italian, English, French, Spanish, German) for children concerning disaster preparedness and response
- **Io Non Rischio:** information campaign by the Italian Civil Protection offering material in Italian and English.
- **Bologna Municipality:** material available on the website, including
- **Genova municipality:** using same format as "Io non rischio" project led by Civil Protection
- **UK Community emergency plan tool**
- Translation booklet of health words, some of which could be useful in emergency situations, where there is no time to do check-ups:
 - **Disaster Preparedness**
 - **Communication Tool**
- **Multilingual phrasebook for medical care** - we may not need this phrasebook in particular, but the structure of the phrasebook may be reproduced for the production of other documents to be used during the emergency.



AMARE-eu

A MULTICULTURAL APPROACH TO RESILIENCE

PICTOGRAMS

TOOLKIT





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