Integrating Immigrant Families
in Emergency Response, Relief and Rebuilding Efforts

by Ted Wang and Luna Yasui

About the Publishers

The Annie E. Casey Foundation is a private charitable organization dedicated to helping build better futures for disadvantaged children in the United States. It was established in 1948 by Jim Casey, one of the founders of UPS, and his siblings, who named the Foundation in honor of their mother. The primary mission of the Foundation is to foster public policies, human-service reforms, and community supports that more effectively meet the needs of today's vulnerable children and families. In pursuit of this goal, the Foundation makes grants that help states, cities, and neighborhoods fashion more innovative, cost-effective responses to these needs. For more information, visit the Foundation's website at www.aecf.org.

Grantmakers Concerned with Immigrants and Refugees (GCIR) provides resources that foundations need to address the challenges facing newcomers and their host communities and to strengthen society as a whole. Its mission is to influence the philanthropic field to advance the contributions and address the needs of the country's growing and increasingly diverse immigrant and refugee populations. As a nationwide network, GCIR helps private and public funders connect immigrant issues to their funding priorities by serving as a forum to (1) Learn about current issues through in-depth analyses, research reports, and online data, tools, and resources tailored specifically for grantmakers; (2) connect with other funders through programs, briefings, and conferences that examine major immigration trends and how they impact diverse communities; and c(3) collaborate with grantmaking colleagues on strategies that strengthen immigrant-related funding locally and nationally. For more information, visit www.gcir.org.

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PREFACE

Families, like communities, have varying capacities to help care for each other in times of crisis. As neighbors and parents, immigrant and refugee families are especially vulnerable when disaster strikes due to isolation, limited English skills, and little or no knowledge about information and resources available during emergencies. A failure to communicate during an emergency not only can hinder a swift and effective response but can needlessly separate families and delay essential supports and services. The experience of the Vietnamese and Latino communities in the Gulf region in the aftermath of Hurricane Katrina is one recent example.

Increasingly, immigration is changing the face of communities across the United States. Approximately one out of five households in the United States speaks a language other than English at home, and more than 18.4 million foreign-born residents over the age of five speak English less than very well. Many of these immigrant families are settlin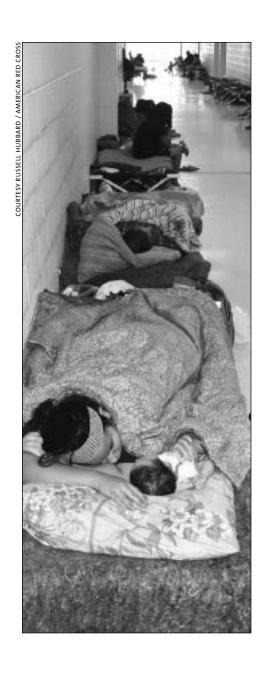g outside of the traditional urban destinations, in new gateways and rural communities in the South, Southwest, and Midwest. These new destination cities, counties, and states with little experience with immigrants are grappling with how best to serve their new limited-English proficient (LEP) constituency in everyday consumer transactions and protect them in emergency situations.

As a national foundation dedicated to building better futures for disadvantaged children and families, the Annie E. Casey Foundation has been investing in strategies to reduce the impact of language and literacy barriers for all low-income families. Reading through recent reports by the Asian American Justice Center, the Tomás Rivera Policy Institute, Asian American Legal Center, and the National Immigration Law Center highlighted the fact that first responders had to rely on bilingual family members, often children, to provide translation due to a lack of community capacity. Grantmakers Concerned with Immigrants and Refugees was pleased to partner with the Foundation to research and develop guidance to local governments—the first responders in a crisis—on how to engage LEP immigrants and other residents in the planning and implementation of an effective emergency preparedness system.

We are indebted to the report's authors—Ted Wang and Luna Yasui—for identifying concrete examples from local government and potential resources for communities who need to build their capacity to close the language gap. We hope that these recommendations will not only help communities better assist all of their families during disasters and other emergencies, but also support the twin goals of strengthening families and integrating newcomers into the communities where they live and work.

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1 Introduction

Over the past decade, states and localities have made significant investments to help local communities become better prepared to respond to emergencies, ranging from natural disasters to public health crises to terrorist attacks. These efforts have tried not only to improve the response of public agencies, but also to educate local populations about preparing for emergencies and knowing what to do when one occurs. Yet, recent natural disasters—Hurricane Katrina, the Southern California wildfires, and the unusually heavy ice and snow storms on the East Coast—suggest that emergency response and public health systems are often ill-prepared to provide outreach and services to the most vulnerable residents.

Many recent disaster response crises illustrate how language barriers, isolation from public agencies, and fear of interacting with public agencies combine to increase the vulnerability of many residents. For example, during Hurricane Katrina, emergency response agencies did not know how to communicate with the region's large Vietnamese-American community, leaving thousands of families stranded with no idea of where to go for safety. Similarly, failure to mitigate the fear of public agencies and law enforcement amongst farm workers in the Southern California fires of 2007 resulted in hundreds of victims not responding to evacuation orders and eschewing disaster relief. While not a panacea, drawing on the expertise and resources of community organizations and leaders to help limited-English proficient (LEP) residents and immigrants can enhance emergency response and help bolster the health and safety of the broader community.

Since Hurricane Katrina, considerable attention has been paid to improving the federal government's ability to respond to large-scale emergencies and to serve vulnerable populations. But in most public emergencies, local governments play the most important role in addressing the

A grocery store manager helps distribute emergency preparedness information to shoppers.

needs of such populations. They are the first responders; their knowledge of their communities help guide efforts by other agencies; and they ultimately must address the aftermath of any disaster.

This report offers a framework for how local governments can incorporate LEP residents and immigrants into the emergency planning process, increase their preparedness, and develop capacity in key public agencies to communicate with and serve these residents.[1] Drawing upon the experiences of successful programs and practices, this report describes specific steps that local policymakers can take to gather information and data about their immigrant communities, to partner with immigrant groups and ethnic media, and to overcome language barriers. Prevention, community involvement, and the capacity to interact with and serve LEP residents *prior to* a large-scale emergency are central principles of this framework. Although this report primarily focuses on emergency preparedness and response, the strategies discussed are applicable to other phases of emergency management as well.

> *"Fostering ongoing integration of LEP residents and new immigrants into civic institutions is the most effective way to ensure they are fully included in all matters of public life, including emergency preparedness and management."*
>
> **Daranee Petsod,** *Grantmakers Concerned with Immigrants and Refugees*

2 Demographic Changes and Their Implications for Emergency Management and Planning

Recent large-scale demographic changes present challenges to many emergency management agencies. Over the past two decades, the United States has experienced the largest increase in its immigrant population since the beginning of the twentieth century. The growth of this population is occurring not only in cities such as San Francisco or New York, which have long histories of receiving immigrants, but across the country as newcomers increasingly migrate to smaller cities, suburbs, and rural areas because of economic opportunities and lower costs of living. As illustrated in Figure 1, the fastest-growing immigrant populations are in communities in the Southeast and Southwest regions that have relatively limited experience with newcomers.

Although most immigrants eventually learn English, it usually takes years before they speak the language fluently. As a result, the recent growth in the immigrant population means that there are many communities with large numbers of LEP residents. In 2005, approximately one out five households in the United States spoke a language other than English at home, and 18.4 million foreign-born residents over the age of five spoke English "less than very well," the widely recognized definition of LEP. An additional 4.7 million U.S.-born residents—consisting mostly of Puerto Ricans, Native Hawaiians, Pacific Islanders, Alaska Natives, and American Indians—also were LEP.[2]

To engage in effective planning, emergency management agencies must take these population changes into account. Limited English proficiency, lack of familiarity with U.S. culture, and social isolation are some of the barriers that local planners should address in developing emergency preparedness procedures that include newcomers. LEP populations, whether U.S.- or foreign-born, are especially vulnerable in emergency situations because they receive little or no information from mainstream news sources, and many face significant barriers to accessing critical public services.

Language barriers are often further complicated by the fact that many LEP residents may be afraid of law enforcement and other agencies that respond to emergencies. Some immigrants come from

> *"A good public education program that warns people of public health dangers and prepares them for disasters can save lives and money. When public education and engagement works, it is less costly and resource intensive than having to send ambulances and treating people in emergency rooms."*
>
> **Clint Osborn,** *emergency management specialist, Orange County, North Carolina*

cultures that generally distrust government. But a more salient factor is that growing numbers of state and local agencies have become increasingly involved with enforcing immigration laws. Their activities range from verifying residents' immigration status for certain programs (e.g., drivers' licenses, public health care programs, adult education, etc.) to having police agencies helping federal agencies enforce immigration laws. In this climate, many immigrants fear that interactions with local or state law enforcement officials could lead to serious immigration consequences, such as detention and deportation, for themselves or family members. Because a significant portion of immigrant households have members with mixed immigration status, newcomers who are in the country legally may have undocumented family members who are fearful of immigration consequences.

Unless emergency preparedness agencies take affirmative steps to overcome barriers such as language and distrust, LEP families may not have access to important information and programs to help them prepare for and respond to emergencies. Experts agree that well-run prevention and preparedness programs targeting newcomers are more cost effective than providing emergency services and medical treatment after a disaster or emergency has

FIGURE 1

Source: 2006 American Community Survey and 2000 Decennial Census. ©2008 Migration Policy Institute

occurred. Reducing the demand for such services during the initial stages of disasters is especially important to prevent public safety and health agencies from being overwhelmed.

As described in the chapters of this report, many localities have developed effective strategies to include newcomers into emergency preparedness and response plans. Local governments have successfully tapped into newcomers' desire to protect their family and loved ones, as well as their interest in taking part in the broader life of their communities. These experiences suggest that with good planning, outreach, and a willingness to address the challenges of integrating immigrants into emergency planning, local communities can become better prepared to protect the public health and safety of all community members.

Federal Laws Requiring Emergency Management and Response Agencies to Address LEP Issues

Federal laws and regulations mandate local emergency management and response agencies to provide services to LEP individuals. Meeting these legal obligations requires that localities develop effective plans for communicating with and serving LEP residents before, during, and following emergencies.

Title VI of the Civil Rights Act of 1964[3], for example, mandates that recipients of federal funds take reasonable steps to ensure that their services and programs are meaningfully accessible to LEP individuals, including providing information in a language in which they understand.[4]

In the emergency preparedness context, the Stafford Disaster Relief and Emergency Assistance Act addresses the responsibilities of federal, state, and local agencies in communicating with and providing services to LEP residents. Three provisions in the Stafford Act are especially relevant to emergency planning:

Section 616. Specifies that the Federal Emergency Management Agency (FEMA) is responsible for coordinating with state and local governments to develop plans to address LEP residents' needs in emergencies, including offering information in non-English languages during disasters.[5] This provision was adopted following FEMA's poor performance in aiding Hurricane Katrina victims. This section also specifies that FEMA "develop and maintain an information clearinghouse of model language assistance programs and best practices for state and local governments in providing services to a major disaster or emergency."

Section 512. Requires state and local governments to develop procedures for informing LEP residents and other populations about evacuation plans before and during emergencies.[6]

Section 308. Prohibits state and local governments from discriminating against LEP individuals in providing federally funded disaster aid or relief programs.[7]

Immigrants and Emergency Relief Efforts

Emergency relief officials are often uncertain about the eligibility rules for immigrants. *All* immigrants, regardless of their immigration status, qualify for non-cash, short-term disaster relief from government agencies. While cash grants and longer-term federal assistance programs may require Social Security numbers or proof of lawful status, FEMA provides a range of services to all disaster victims, including emergency medical care, transportation, emergency shelter, food, and other supplies to address victims' basic needs.[8] In addition, immigrants may be eligible for a broader range of services from nonprofit organizations, such as the Red Cross, which are not required to verify immigration status.

Despite being eligible for such emergency relief, many immigrants often refrain from seeking assistance following a disaster because of fears that availing themselves of disaster assistance could make them a "public charge"[9] and prevent them from becoming a lawful permanent resident in the future.[10] In fact, use of short-term disaster assistance does not pose this danger.[11]

Moreover, undocumented immigrants especially are reluctant to use disaster services because of fears that contact with relief or government agencies could lead to arrest and deportation.[12] Indeed, this fear caused some immigrant families to stay away from emergency relief efforts during Hurricane Katrina and the 2007 Southern California fires. Even at the most critical moments, individuals were reluctant to seek medical care, evacuate from dangerous conditions, or ask for basic necessities such as food, clothing, or housing.[13]

To ensure that immigrants feel safe in seeking services during emergencies, localities should consider:

- Publicizing both before and during emergencies that all residents are eligible for short-term disaster services regardless of their immigration status.

- Train public safety and relief assistance personnel on these rules.

- Not asking residents to provide identification documents or other information as a condition of obtaining basic services unless required by federal rules or public safety concerns (this practice also will make it easier for residents who lose their IDs during disasters to obtain services). Any ID requirements should be applied in a nondiscriminatory manner.

- Urging the federal government to temporarily suspend local immigration enforcement activities or publicly state that it will not seek immigration status information from agencies that provide relief and recovery services. There is precedence for these practices. Reacting to reports that missing relatives were not coming forward following the September 11th terrorist attacks on the World Trade Center, James Ziglar, then commissioner of the U.S. Immigration and Naturalization Service (INS), urged immigrants to come forward and made assurances that the INS would not seek status information from local rescue and recovery agencies.[14]

3 A Framework for Including Limited English Proficient Residents in Emergency Preparedness Planning and Response

Increasingly, emergency preparedness must involve more than translating readiness materials into another language and making the information available upon request. Local officials should engage immigrants and other LEP residents to identify and address their concerns as part of a broader preparedness planning process. Good emergency preparedness and response programs usually share four general elements:

1 *Understanding the composition, languages, and culture of the target community.* Emergency planning and response agencies need to understand who makes up the local immigrant communities, where they are located, the languages they speak, and their preparedness concerns and challenges.

2 *Developing the capacity to communicate with immigrant and LEP populations prior to a large-scale emergency.* Virtually all experts agree that successful planning requires key emergency preparedness and response agencies— police, fire, emergency medical technicians (EMTs), and public health service providers—to develop the capacity to communicate information to and interact with LEP community members before an emergency occurs. This requires a combination of having multilingual capacity in key public agencies, understanding the cultures of local immigrant communities, and tapping into the language skills and resources of community organizations and ethnic media that serve immigrants.

3 *Creating and coordinating a network of public agencies and community organizations to help immigrant constituents become better prepared for emergencies.* An effective emergency plan must integrate community expertise and closely coordinate various efforts by public agencies and community organizations to work with LEP populations.

"If your agency can't communicate with these populations during the course of its regular work, it certainly won't be able to do it during a disaster."

Deeana Jang, *Asian Pacific Islander American Health Forum*

4 *Establishing clear procedures with concrete steps and timelines for implementation.* Successful plans usually assign each organizational partner concrete, identifiable tasks to complete within a set timetable. Clearly defined actions and timelines help break down the long-term planning process into discrete phases, providing stakeholders with benchmarks to measure their progress and adjust strategies as needed.

Preliminary Assessment: Understand Language Needs and Identify Existing Resources

The first step towards incorporating LEP residents in emergency response plans is to conduct preliminary research to assess local language needs and to identify resources to address them. Once this analysis is done, emergency management officials should consult with a wide range of stakeholders including other public agencies, private relief organizations, social service groups and LEP residents to understand the implications for emergency planning.

1. Get the numbers: How many people, what languages, which neighborhoods?
Gather data about the primary languages spoken by residents in your community, the number of linguistically isolated households,[15] and the total number of LEP residents categorized by their native languages.

The Census Bureau maintains the most comprehensive data (available at www.factfinder.census.gov). Cities, counties, and other jurisdictions with populations larger than 65,000, can utilize data from the Bureau's annual American Community Survey to assess their community language needs, while smaller jurisdictions will have to rely on information from the last decennial Census.[16] Depending on the size of your jurisdiction, the information may be available at the Census-tract level. Most local planning departments use Census data regularly and could help with collecting demographic information about your locality's LEP community.

An especially useful site is www.dataplace.org, which, among other things, compiles demographic, economic, housing, and social characteristics data from the 1990 and 2000 Censuses and other sources. Although the level of information at this website may not be sufficiently specific for detailed emergency planning, dataplace.org provides a tool to map data, including the English proficiency levels of residents, by neighborhoods and other geographic areas. Useful demographic information also can be found at other websites described in the *Resources* section at the end of this report.

In addition, preliminary assessments can incorporate data from social service departments, hospitals, local clinics, and other agencies that may already gather and maintain information on LEP residents and how to effectively serve them. State and local departments of education offer

especially useful sources. The National Center for Education Statistics (www.nces.ed.gov/ccd/schoolsearch/) maintains an easy-to-navigate online database that provides information on English language learners and other data about local school districts. Most local school districts have even more precise English language learner enrollment information that is broken down by school site. Finally, demography or public policy departments at a local university often maintain state-specific population data. For example, the University of California Los Angeles developed Neighborhood Knowledge California (www.nkca.ucla.edu), a robust online database that provides users with access to California Census data.

2. Establish a database of potential partner organizations

As your locality gathers data on language needs, it should also begin creating a directory of local public and private entities that serve LEP residents and can help develop a community planning network. Gather basic information on these agencies, such as languages spoken and types of services offered. The information in the directory should be as specific as possible, including the type of services offered by each organization, its organizational capacity, its geographic reach, and specific language-assistance capacity. Potential community partners include:

- Community health clinics

- Churches and other faith-based organizations

- The Red Cross and other nongovernmental crisis response agencies

- ESL adult education programs

- Neighborhood centers

- Organizations providing social or legal services to immigrants

Inaccurate contact lists and directories are useless. Whether your directory is a complex database, a simple spreadsheet, or a single piece of paper, regularly check for address and staff changes and update the list accordingly.

- Ethnic media (including television, radio, newspapers, and web-based media)

- Mutual aid associations and immigrant or ethnic organizations

- Community leaders who are familiar with local immigrant communities

3. Map your community

Evacuation plans, disaster staging sites, and other elements of emergency planning are contingent upon knowing where people live, work, and play. Once research on language needs is completed and a database of partners established, local agencies should develop a system to map this information. Many public safety or planning agencies already use geographic information systems (GIS) to track traffic flow or other data. While a number of sophisticated GIS programs can be used for this planning process,[17] if resources are limited, a map with color-coded push-pins can serve as a start. What is important is to develop an accurate understanding of where LEP residents, disaster response resources, and language assistance are currently located and the gaps that need to be addressed in your emergency preparedness plan.

   Knowledge of how LEP residents, public services, and other resources are clustered or dispersed across a region should assist in developing effective communications and emergency response measures. For instance, if mapping reveals LEP residents

Language Assessments to Improve Communications

Texas Department of Health
Language needs assessments range from relatively simple Census data analysis to more detailed research. A good example of a detailed assessment was a study conducted by the Texas Department of Health in 2004 to improve communications with "hard-to-reach populations" during emergencies. Its assessment included (1) a demographic mapping of targeted populations (including Hispanics, African Americans, Asian Americans, Native Americans, rural populations, the elderly, mentally impaired populations, and school-aged youth); (2) a literature review of disaster preparedness research on these communities; (3) interviews with experts and community representatives; and (4) focus groups with selective populations to help inform future communication strategies and messages. The research allowed the state to develop more effective plans for engaging these communities and increasing their preparedness.

Texas Department of Health. 2004. *Barriers to and facilitators of effective risk communication among hard-to-reach-populations in the event of a bioterrorist attack or outbreak,* available at http://www.dshs.state.tx.us/riskcomm/documents/Research.pdf (accessed Mar. 13, 2008).

are concentrated in small neighborhoods, door-to-door outreach or disaster preparedness trainings in central venues may be the most effective way to reach them. Mapping can inform local planning strategies, such as making available phone-based interpreters for emergency responders in areas where there are fewer bilingual agency personnel or community resources.

4. Designate a point person to oversee and coordinate efforts to increase preparedness in LEP communities

After taking the above steps, your locality will need to designate a point person to address identified issues and concerns, analyze their implications, and begin developing outreach, training, and other efforts to increase preparedness among the LEP community. As described below, the person should be responsible for organizing a network, sharing information with interested parties, coordinating activities, and updating the assessment information as needed (at least annually). Having a point person will help with ongoing coordination between different agencies and community organizations. It also signifies a long-term commitment to understanding and meeting the needs of LEP residents.

Organize a Planning Network of LEP Service Providers and Individuals

An effective emergency response, especially one targeting isolated communities, must draw on community expertise in both planning and implementation. Public agencies should convene a community planning network to guide the emergency planning process, consisting of organizations and individuals who are familiar with local LEP populations.

Community partners—nonprofit organizations, health clinics, businesses, and individual leaders—can help with emergency planning and response in the following ways:

○ Inform the planning process and help your locality develop a preparedness plan that addresses LEP challenges;

○ Assist in outreach or trainings to help LEP residents take preventive measures or become better prepared;

○ Serve on the front line during an emergency by disseminating information, providing language assistance, and helping with relief efforts; and

○ Provide feedback or evaluate programs on whether they are effective in reaching LEP populations.

Some community partners will be able to help with all four functions, but most are likely to be available only for one or two. Where feasible, emergency services agencies should identify funds to compensate participating organizations for their time and expertise. At a minimum, conveners should offer community partners different participatory options, allowing them to contribute their knowledge and skills where it is most needed. Conveners also should offer different ways in which community partners can provide input or feedback into the planning process from holding roundtable meetings to eliciting opinions through surveys.

There are six core tasks that most community planning networks will need to undertake:

1. Develop a clear set of goals, principles, and responsibilities

The first task is to clearly define goals, timetables, and shared principles for the community planning network. This will help your planning network become efficient and focused on the tasks at hand. Develop your network's goals based on local conditions, but core elements are likely to include:

○ Obtaining an accurate understanding of LEP residents and barriers to services.

○ Identifying language-assistance resources, including funding, to help government agencies communicate public health and other emergency-related information to LEP residents.

○ Increasing the capacity of community-based organizations and service providers to work with LEP residents on emergency issues.

- Using the gathered information to develop an emergency response plan with clearly defined roles for all relevant agencies and community stakeholders.

2. Develop a shared understanding of LEP needs and available resources
Your network should use the language needs assessment to arrive at a shared understanding of the challenges LEP residents face and the gaps that need to be addressed. You should share the preliminary resource directory with planning network members and ask them to make corrections or additions so that the directory accurately reflects the organizations and community resources capable of helping with emergency preparedness and response.

The network should identify anticipated challenges to reaching LEP residents during an emergency. Barriers will differ based on each community but can include a lack of translated materials, absence of ethnic television or radio stations to broadcast emergency information, and fear of public safety agencies. The lead emergency services agency should collaborate with the network to develop discrete steps, such as identifying resources and establishing timelines, towards addressing each challenge.

3. Coordinate emergency planning and response measures among public and private agencies.
A comprehensive emergency response requires seamless coordination among multiple agencies. Their active participation as planning network members is critical to an effective emergency response plan. The extent to which agencies have considered and addressed the specific needs of LEP residents will vary greatly. Thus, this planning process can be a useful opportunity for public agencies to learn about their peers' language assistance practices.

Each agency should share with the planning network:

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- A brief inventory of their language assistance resources, including numbers of bilingual staff, volunteer interpreter pools, and contracts with third-party interpreter services such as telephonic language lines.

- Any in-language resources relevant to emergency preparedness such as translated brochures, websites, and in-language outreach or trainings.

- Current policies governing language access to agency services.

- Existing emergency preparedness or response plans that address LEP challenges.

These materials will provide the agencies and planning network with a snapshot of current resources and practices in place to address the needs of LEP residents. More importantly, it will enable public agencies to work within the planning network to develop protocols for smooth inter-agency coordination and identify areas where language assistance resources and policies need to be expanded.

4. Improve public agencies' capacity to communicate in languages that are widely spoken by local LEP communities.
Ensuring that government agencies responsible for emergency planning and response can communicate with LEP residents is a critical element to improving preparedness.[18] Some key issues involved in improving language capacity of public health and emergency management and response agencies include:

- *Developing policies for serving LEP residents and training public employees to understand how they can best communicate with these individuals.* For example, the accompanying box provides an excerpt from the Clark County Sheriff's General Order on providing free language assistance to LEP individuals. The General Order clearly states that the county's law enforcement officers must serve and communicate with this population. While the statement of policy is important, the Clark County Sheriff recognized its officers would not be able to implement it without specific guidance, training, and resources.

The General Order describes how officers can access interpreter services in various situations, including using telephone interpreters when bilingual personnel are not available. It also describes procedures and guidance for how officers should conduct themselves in interacting with LEP individuals in specific situations. For example, the General Order specifically bars the use of family members, friends, or bystanders as interpreters except in exigent circumstances.

- *Assessing bilingual staffing capacity.* Experts agree that using bilingual individuals to communicate with LEP residents during emergencies is preferable because it allows for direct interactions and lessens the chance that information will be miscommunicated through faulty interpretation. Agencies should use the information from their language needs assessment (described above) to determine whether they have sufficient bilingual staff to serve the local community and whether these staff members are assigned appropriately to programs or locations. If the number of bilingual staff is insufficient, agencies should consider developing recruitment and retention plans to increase such personnel. In addition, agencies also should take steps to ensure that their bilingual staff members have the requisite language and interpretation skills needed to carry out their job functions. Being bilingual in everyday life does not necessarily mean that a person knows specialized vocabulary used in emergency situations, nor is the person qualified to interpret without first receiving training. Public agencies should assess their employees' skills before designating or certifying them as bilingual or assigning them interpretation responsibilities.

- *Translating public education documents.* As described in the section below, developing, translating, and disseminating public education materials are important components to developing an effective communications strategy.

- *Using contract interpreters when bilingual staff is unavailable.* Having contract interpreters available when staff is unable to communicate with a resident is an important element of a good language access plan, especially for public safety agencies. Growing numbers of police, fire, paramedic, and other emergency response agencies are using telephonic interpreters as a back-up system for communicating with LEP victims or other individuals during emergencies, when they cannot afford to wait for bilingual personnel or volunteers to arrive.

- *Developing plans for utilizing bilingual personnel, contract interpreters, and volunteers.* A key challenge facing emergency planners is how to effectively deploy bilingual individuals during emergencies. As part of the planning process, key public agencies should assess their existing language capacity, e.g., bilingual personnel, and develop supplemental plans utilizing contractor interpreters and/or volunteers. However, emergency response agencies should be careful to limit bilingual volunteers' responsibilities to tasks that they are qualified to handle. For instance, both the U.S. Department of Justice (DOJ) and the U.S. Department of Health and Human Services (HHS) warn against using volunteer interpreters in critical or complex situations unless they have been trained and have sufficient experience.[19] Using untrained volunteers to interpret in medical situations could result in mistakes with serious health consequences. Emergency management planners should anticipate these challenges and develop plans that do not overly rely on volunteers.

5. Develop outreach and communications strategies.
Emergency communications require wide dissemination of accurate and timely information. Most importantly, such communications must inspire individuals to act on that information. In this context, knowing your audience and cultivating diverse channels to reach them is critical. Following are key steps for developing effective communications strategies:

Collaborate with the planning network to:

- *Assess existing translated materials and language services*

  Create an inventory of translated brochures and other written materials related to emergency preparedness. Consult with the planning network to review materials for accuracy and cultural competence.

  Develop a database of bilingual public employees who can translate written materials, record messages, or interpret in emergency situations.

- *Identify additional public education materials that need to be developed or translated*

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○ *Create and test linguistically and
   culturally competent messages*

   Meaningful communications require
   more than verbatim translation. English
   idioms or culturally specific references
   that are difficult to translate can
   confuse the reader or dilute the impact
   of critical messages. Confer with your
   planning network to develop messages
   that are linguistically accurate and
   culturally competent. In some cases,
   existing materials and messages
   designed for the general public will
   need to be modified.

   As with public service announcements
   in any language, messages targeting LEP
   residents should be concise and easy to
   understand. Materials should use large
   fonts and include visuals such as maps
   or descriptive pictures that convey
   information even to residents with
   low literacy.

When identifying documents for LEP
residents, prioritize those with both
broad application and specific relevance
for these communities. Examples could
include developing or translating
pamphlets that specifically address
issues faced by LEP residents (e.g.,
include a bilingual dictionary in one's
emergency kit) or outreach materials
that direct LEP residents to multilingual
information available through
telephone lines or on websites.

◉ *Identify trusted messengers and sources of information*

Finding the right messenger is as important as developing an effective message. People are more likely to take action if they hear the message from a familiar and trusted source. For isolated LEP communities, a message from a neighborhood leader or ethnic media reporter may resonate more strongly than if delivered by an elected official or other mainstream authority figure with whom they are unlikely to be familiar.[20]

In some regions, ethnic media outlets such as radio stations or community newspapers can be tapped to deliver emergency preparedness and response information. Begin by establishing an ethnic media list for your region. Then reach out to editors and reporters to discuss running stories or public service announcements related to emergency preparedness, and find out how their entities can disseminate information during emergencies.

Where ethnic media is limited or non-existent, emergency services agencies must develop creative ways to reach LEP residents. Consider using focus groups or small roundtable discussions to learn from LEP residents about their trusted sources of information. Suggested questions for this type of research should include:[21]

◉ Where do you get information on health and other public services?

◉ What is your preferred method of communication (e.g., in-person, mail, brochures, internet, etc.)?

◉ Which TV or radio stations do you watch frequently?

◉ Are there people you trust to give helpful information such as a news reporter, radio DJ, neighborhood leader, social service provider, or religious leader?

Providing Life-Saving Information to LEP Populations

Emergency and Community Health Outreach (ECHO)
ECHO (www.echominnesota.org) in the Twin Cities area of Minnesota provides LEP residents with health and safety information before and during emergencies. Started by a group of local public health agencies located in adjacent counties, this innovative program provides information in up to 10 languages through its website, television, phone, e-mail, and community partners.

ECHO has a partnership with the local public television station to regularly broadcast short programs, produced with local immigrant and refugee groups, on health and emergency preparedness issues. Broadcasted in six languages, these programs have focused on pandemic flu, winter weather conditions, and family preparedness plans for emergencies. On average, ECHO TV reaches 9,500 viewers in the Twin Cities area, and its shows reach a statewide audience through rebroadcasting on other public television stations. If a statewide emergency occurs, the Twin Cities television station will broadcast information in multiple languages.

In addition, ECHO provides information on a statewide, toll-free telephone line and through community partners. The telephone line offers regularly updated health information in English and nine other languages and specific information during actual emergencies. ECHO has formed partnerships with dozens of nonprofit organizations, public agencies, and businesses to help promote its programs and messages. Many of these groups have agreed to help communicate information to LEP residents during emergencies through phone trees, e-mails, and other methods.

The ECHO project shows that collaboration among public agencies can be an effective and efficient way to improve communications with LEP residents. Any single public health department would find it challenging to communicate in 10 languages. But by centralizing the resources and skills in one project, ECHO allows these agencies to convey their health and emergency preparedness information to a much larger LEP audience. With an annual operating budget of only $500,000, ECHO helps tens of thousands of LEP residents improve their emergency preparedness.

◉ Where would you to turn for information in an emergency situation?

6. Practice, practice, practice
Once a plan is in place, begin practicing and regularly test and revise procedures. Exercises should test both small and large pieces of the plan. Smaller tests may be as simple as activating a phone tree or broadcasting a public service message through in-language radio or television.

As the ECHO project illustrates (see text box), agencies can do this by broadcasting important but non-emergency related public health information. Using these communications channels in non-emergency situations can test their viability while reducing the information gap for LEP residents. More broadly, consistent efforts to reduce language barriers can mitigate the isolation of LEP residents from public agencies and foster greater trust of emergency response agencies.

The Framework in Practice

Orange County's Immigrant Emergency Communications Program provides an example of how community collaboration can improve emergency preparedness and help save lives. Over the past decade, Orange County has experienced a large increase in its Spanish-speaking population. In response to several carbon monoxide poisonings of immigrants during a winter storm in 2002, the county launched a program to help Spanish-speaking residents become better prepared for disasters and other emergencies. The initial focus was on outreach and public education, but with input from community leaders and organizations, the county developed a comprehensive program. The Orange County program includes:

- **An Immigrant Emergency Communications Committee.** The committee's charge is to identify areas with large LEP populations and to help the county and cities improve their capacity to communicate with these residents both before and during emergencies. Groups represented on the committee include churches, social service organizations, businesses, and public safety and health agencies. The committee conducted research and produced a map highlighting areas of high concentration of Spanish-speakers to help guide communications efforts.

- **A Public Education and Outreach Campaign**. The county produced a Spanish-language publication with emergency preparedness information, Spanish-language posters, public-service announcements for Spanish radio stations, and other translated materials. With input from committee members, the county developed a plan for sharing the materials with organizations that serve or interact with immigrants and for distribution at Latino community events.

- **Community Emergency Preparedness Training**. The county trained groups of bilingual Latino health promoters (promotoras) to educate the community about better health practices, including emergency preparedness.

- **Spanish-Language Services at the County Public Health Agency.** The county's health department adopted a staffing policy to increase the number of bilingual employees and created positions that are responsible for answering non-emergency calls in Spanish. Spanish-language capacity also is available at the county's 911 call center.

- **Plan for Communicating with Spanish-Speaking Populations during Emergencies.** The county has developed a multi-prong strategy for providing information to Spanish-speaking residents during emergencies. This includes (1) sending information to local Spanish-language media outlets; (2) utilizing a "Call Down Tree," in which information is provided to participating public and community agencies, and they in turn disseminate the information through telephone phone trees or e-mail lists; and (3) if necessary, going door-to-door with bilingual county personnel in areas with high concentrations of Spanish-speakers. The county is in the process of developing a new alert system that includes sending bilingual messages to residents' cell phones during emergencies.

Officials indicate that costs of operating this program are minimal because participating agencies—public and private—are contributing substantial in-kind support. The county uses local and federal community preparedness funds to pay for personnel to coordinate this project and for printing and publicity activities. Although the county's communications plan have yet to be utilized in a large-scale emergency, county officials believe that its outreach efforts are improving health and saving lives and money by decreasing accidents and weather-related illnesses and deaths.

4 Funding Sources to Support Preparedness in LEP Communities

Federal Funding Sources

One of the challenges in developing good outreach and preparedness programs for LEP communities is identifying sources of financial support. Many localities support their programs through a combination of federal, state, and local funds. While there are no specific federal funding sources dedicated to improving communications with LEP populations, almost all of the U.S. Department of Homeland Security (DHS) grants for increasing community preparedness can be used for these activities. Developing innovative LEP programs may help states and localities receive a larger share of funding through DHS' competitive grant programs. For example, in February 2008, DHS' Citizen

Public health crises, natural disasters, and other tragedies strike without concern for language abilities. An inability to communicate with LEP residents can severely impact public safety for all residents. Localities with growing LEP populations must make deliberate efforts to prioritize activities for these residents. Accurate language needs assessments and projects that have widespread support from multiple public and private agencies help make compelling arguments for funding these activities in your locality.

Corps released a list of suggested community preparedness and participation projects that could be funded, and it includes projects to "[e]xpand existing public education/outreach efforts by focusing on immigrant ethnic communities..."[22]

Four major DHS grant programs can be used to support community preparedness activities, including increasing participation by LEP immigrants:[23]

The Urban Areas Security Initiative (UASI). This grant program is available to 45 urban areas that have been identified by DHS as being at high risk for terrorist attacks. UASI funds support planning, equipment, training, and exercises that build local capacity to prevent, protect, respond, and recover from terrorist acts. Permissible activities include supporting community preparedness, increasing volunteer participation, and coordinating with non-governmental entities. New York City, for example, has used its UASI grant to fund *Ready New York*, a community preparedness program that produces written materials in 14 languages, offers multilingual community presentations and trainings, and provides public service announcements in English, Spanish, Chinese, and Russian.[24] UASI funds are allocated to localities based on a combination of DHS' risk analysis and proposed local activities. The UASI program awarded $781.6 million in fiscal year 2008. A related fund is the *UASI Nonprofit Security Grant Program* which provides support to nonprofit organizations that are at high risk for terrorist attacks and to help coordinate nonprofit preparedness activities with efforts by state and local governments. In 2008, DHS distributed $15 million of this program to jurisdictions eligible for UASI grants.

State Homeland Security Program (SHSP).
The purpose of this grant program is similar
to the UASI program, but SHSP grants are
available to all 50 states, the District of
Columbia, and U.S. territories to build
security and preparedness capabilities
at the state and local levels. The Orange
County program described earlier is funded
in part by a SHSP grant. Under this
program, each state is allocated a minimum
grant amount, with the remaining funds
awarded through a competitive process.
In 2008, $862.9 million was disbursed.

Metropolitan Medical Response System. This
program provides grants to approximately
125 local jurisdictions to support efforts to
respond to mass casualty incidents,
including terrorism, epidemic disease
outbreaks, natural disasters, and large-scale
hazardous materials incidents. $39.8
million was awarded in 2008.

Citizen Corps Program. This program
supports efforts to increase and coordinate
community involvement in emergency
preparedness, planning, response and
recovery. A major priority is to integrate
nongovernmental entities into the public
planning process and provide them with
opportunities to develop and implement
community preparedness strategies at the
state and local levels. State and local
recipients must form a Citizen Corps
Council, consisting of representatives from
public agencies and nongovernmental
entities, to coordinate readiness activities.
The Citizens Corps Program awarded
$14.6 million in 2008.

In addition to these core Homeland Security
Grant programs, DHS provides other grants
to promote public engagement at the state
and local levels. For example, in 2007, it
awarded several hundred million dollars for
preparedness training through its
*Homeland Security National Training
Program* and the *Competitive Training Grant
Program* (CTGP). Among other things, these
programs deliver training to nonprofit,
faith-based, and community organizations
serving vulnerable or difficult-to-reach

populations. The CTGP program also
supports trainings on public communica-
tions and to facilitate intergovernmental
coordination and planning, two areas that
are critical to increasing preparedness
among LEP populations. More information
about these programs is available at
www.dhs.gov.

Another source of federal funding is
from public health agencies. For instance,
the Centers for Disease Control and
Prevention's Public Health Emergency
Preparedness Cooperative Agreement
program (PHEP) provides funding for
updating state and local governments'
public health preparedness and response
to bioterrorism, outbreaks of infectious
disease, and other health threats and
emergencies. Public agencies that receive
PHEP funding are "encouraged to work with
partners who bring insights about the
needs of particular communities and
connections to those communities to
ensure the broadest impact of
preparedness planning."[25] In fiscal year
2008, $616.8 million was available from
this program for general activities; an
additional $280 million was available to a
narrower group of agencies or for specifi-

cally targeted activities, such as addressing
pandemic influenza. Information about
other potential funding sources is available
at CDC's Coordinating Office for Terrorism
Preparedness and Emergency Response's
website at www.bt.cdc.gov/cotper/.

Private Philanthropy
Private philanthropy, including businesses
and foundations, represents another
potential source of funding for the LEP
components of your emergency plan.
Because strategies for obtaining business
contributions vary greatly by locality, this
section focuses on community and private
foundations.

At the national level, philanthropic
interest in both immigrant and disaster
preparedness issues has been on the rise in
recent years. The growth of immigrant
populations to new regions has led many
foundations to incorporate these
communities in their grantmaking.
Similarly, the failure of public agencies to
assist low-income and minority
communities following Hurricane Katrina—
with the vivid images of victims stranded
on rooftops—motivated a number of
foundations to fund projects to prevent

similar catastrophes.[26] While the focus of foundations' interest in disaster preparedness primarily has been on policy issues, there may be opportunities at the regional level to increase support for on-the-ground efforts to reduce the vulnerability of immigrant and LEP residents.

Due to limited resources and a shared belief that government programs should be supported by public dollars, foundations generally are reluctant to fund government programs. However, many are open to supporting new initiatives or pilot programs that are likely to lead to better services for vulnerable populations; they also may be interested in helping public agencies develop model practices that can be used by other agencies. Keep these principles in mind as you frame your proposed project for private funders.[27]

Below are suggested strategies for how public agencies and their community partners can seek funding from foundations to address LEP and immigrant needs in emergency planning and response.

1. Identify local and regional foundations that are interested and knowledgeable about immigrants, limited-English proficient residents, and/or emergency planning. Obtaining foundation grants in this area requires identifying interested funders, understanding their priorities, articulating compelling reasons for your project, and framing it to fit a funder's interests. Most foundations have websites that provide information on their funding interests and how to apply for grants. If you are unfamiliar with the grantmaking process, a good place to find background information is the Foundation Center (www.foundationcenter.org). This website has large online databases on U.S. foundations and their grants. It also maintains libraries in New York, Atlanta, Cleveland, San Francisco, and Washington, D.C. that provide in-person support to grant seekers.

In identifying potential funders, you should prioritize community foundations if one exists in your area. Community foundations typically have a general mission to improve the quality of life in a specific geographic area, often prioritizing the needs of vulnerable communities, and sometimes have experience working with public agencies. You also should identify interested regional private foundations, focusing on those that have a history of providing grants that address minority or public health issues, as very few foundations have a specific funding focus on emergency preparedness or immigrant and refugee issues. In addition to this research, you should tap your own network to identify contacts who may be able to connect you with foundations that may have an interest in funding your work.

As you identify interested funders, some specific questions to consider include:

- Does the foundation fund government agencies? If not, is it interested in funding a community partner organization that can contribute to or coordinate with your emergency planning process?

- Can you connect your work to the foundation's interests and priorities? For example, if a foundation prioritizes public health, is there a way to frame your project to address this priority? If not, that foundation is unlikely to be a good prospect and should not be approached.

○ What is the foundation's grantmaking process? Is it by invitation only? Does it consider grant applications only at certain times of the year (e.g., quarterly, yearly, etc.)?

○ What is the average grant size, and is it large enough to address your project needs?

○ Who is the appropriate contact person for more information and to find out whether the foundation is interested in the proposed project? Be sure that the foundation is open to phone or email inquiries first before making the contact.

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2. Describe how your project addresses important community needs.
Developing a successful grant proposal requires articulating a compelling community need and preparing a thoughtful plan for how your project will address the problem. Most proposals use a combination of demographic data and anecdotes to explain the need. For example, you may want to provide a summary of recent demographic changes in your community and discuss how language barriers can undermine public safety and health during disasters or other emergencies. Also, case studies or media coverage of past disasters in which emergency agencies failed to anticipate LEP challenges can provide illustrative examples of why funding is needed for your project.

3. Identify discrete pieces of your plan that appeal to specific funders.
Once you have explained the needs, clearly articulate a plan for how your project will address them and how this plan fits within the target foundation's priorities. The activities and strategies you propose should be crafted to produce measurable outcomes with clear timelines. The following are examples of the core elements of the framework discussed in this report that may appeal to different foundations:

○ *Research and Planning.* Conduct more detailed demographic research and mapping to inform the emergency planning process and begin assessing how to address LEP needs.

○ *Support for participation by community partners in the planning and implementation process.* Help public agencies make small grants or stipends available to community leaders or nonprofit agency staff to participate in the planning process, help with public education targeting LEP communities, participate in community trainings, and disseminate information during emergencies.

○ *Projects to increase public agencies' language capacity so they can communicate with and serve LEP residents.* These can include efforts to develop an agency policy or protocol for providing services to LEP residents; increase the number of bilingual staff members; develop a qualified interpreter pool (through a combination

of government employees, contract interpreters, and volunteers); translate vital documents; and provide cultural competence and other trainings to improve public agency staff members' ability to serve LEP constituents.

○ *Outreach, public education, and training projects targeting LEP residents.* Funders can help support the creation of emergency preparedness public education materials and communications messages that resonate with LEP residents; community trainings that address specific LEP challenges; and partnerships with ethnic or mainstream media outlets to disseminate information through public service announcements, news stories, or new programming.

4. Involve community partners.
Because foundations provide the vast majority of their grants to nonprofit organizations, highlighting your collaboration with community partners not only demonstrates your commitment to

addressing community needs but may also reassure potential funders that do not typically fund government agencies. Some foundations also may find it appealing to support partnerships between public agencies and community partners. Before seeking foundation support, government agencies should consult with community allies to coordinate fundraising activities and to avoid duplication of services.

5. Show support for the project from key public and community leaders.
Foundations are more likely to support projects that have broad support. Obtaining letters of support from community partners and getting public endorsements for the project from key government officials (e.g., mayor or director of emergency services) can help persuade foundations that your project is viable and key stakeholders are committed to its implementation.

6. Prepare a letter of intent that states the purpose and goals of your emergency management plan.
Once you have an indication of interest from a foundation, you usually will be asked to submit a written summary of the proposed project. Often called "letters of intent," these summaries formally introduce your project to the foundation and are generally the first written correspondence a grant seeker has with a foundation. If a foundation remains interested after reviewing the letter, it will request a full proposal. In some cases, a foundation may bypass the letter of intent and request a full proposal.

   Since each foundation is different, make sure your letter (or proposal) meets the foundation's requirements and addresses its priorities. It should:

- briefly state the need in the community for your project;

- summarize the goals of your overall emergency preparedness plan;

- articulate the specific components of an overall plan for which you are seeking funding;

- propose measurable outcomes (e.g., 100 volunteers will receive intensive training to conduct outreach and education to Spanish-speaking communities by the end of the year);

- describe how the proposed project addresses the foundation's interests; and

- indicate the amount of funding you are seeking from the foundation.

5 Conclusion

As recent disasters so tragically illustrate, failing to account for vulnerable residents can result in preventable deaths and injuries. Through emergency response planning that draws on the expertise of the LEP community and seeks to strengthen language assistance resources, localities can ensure that all residents and responding agencies are better prepared for emergencies. Furthermore, the tools developed for emergency preparedness can be used in other contexts to improve communications with LEP residents and to encourage their participation in community and civic activities.

Whatever approach your locality decides to use, your effort should be informed by data and information about your local community's needs; it should be strengthened by collaboration with public agencies and community partners that have relevant expertise and can help increase LEP communities' preparedness; and it should coordinate the work of

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various public agencies and nongovernmental organizations in responding to real emergencies. The ultimate goals are to improve the safety of your community and to increase residents' ability to respond to public health risks, natural disasters, or other emergencies. Including LEP residents in this planning process will enhance the ability of your locality to accomplish these important objectives.

Emergency Preparedness Resources

Websites and Resource Centers

Center for Disease Control and Prevention: Emergency Preparedness and Response
www.emergency.cdc.gov
Resources are available in Chinese, French, German, Haitian Creole, Italian, Korean, Portuguese, Russian, Spanish, Tagalog, and Vietnamese.

Citizen Corps
www.citizencorps.gov
A Department of Homeland Security project to increase community preparedness for emergencies and disasters.

Language Portal: A Translation and Interpretation Digital Library
www.migrationinformation.org/integration/language_portal
A project of the Migration Policy Institute's National Center for Immigrant Integration, this portal provides an extensive database of multilingual documents and materials developed by public agencies, including those addressing emergency management, public health, and public safety issues.

www.lep.gov
A federal interagency website with information about federal laws affecting limited English proficient persons (primarily Title VI of the Civil Rights Act of 1964), background materials, resources, and promising practices.

National Resource Center on Advancing Emergency Preparedness for Culturally Diverse Communities
www.diversitypreparedness.org.
Based at Drexel University's School of Public Health, the Center provides a comprehensive online database of resources and serves as an information exchange portal to address emergency preparedness issues in ethnically diverse communities.

National Health Law Program's Online Library of Language Access Resources
www.healthlaw.org/library/folder.56882-Language_Access_Resources
Includes relevant federal and state language access laws and policies; promising practices in health care; research and studies; and media coverage of immigrant and health care issues.

Think Cultural Health
www.thinkculturalhealth.org
A project of the Office of Minority Health in the U.S. Department of Health and Human Services that provides resources and tools to promote cultural competency in health care, including training curriculum and modules. Among other things, this website provides cultural competence curriculum for emergency preparedness and crisis response.

Toolkits, Reports, and Other Resources

American Civil Liberties Union of San Diego and Imperial Counties, Justice Overcoming Boundaries, and the Immigrant Rights Consortium. 2007. *Firestorm: The treatment of vulnerable populations during the San Diego fires.* Available at: www.aclusandiego.org/news_item.php?article_id=000325.

American Institutes for Research. 2005. *A patient-centered guide to implementing language access services in health care organizations.* Washington D.C.: Office of Minority Health, U.S. Department of Health and Human Services, available at www.omhrc.gov/templates/content.aspx?ID=4375&lvl=2&lvlID=107.

Andrulis, Dennis P., Nadia J. Siddiqui, and Jenna L. Gantner. 2007. Preparing racially and ethnically diverse communities for public health emergencies. Health Affairs 36(5): 1269-1279. Available at: http://idea.library.drexel.edu/handle/1860/2558.

Asian American Justice Center and Mexican American Legal and Educational Defense Fund. 2007. *Language rights: An integration agenda for immigrant communities: A proactive agenda to assist newcomers and English Language Learners.* Available at: www.advancingequality.org/files/Language_Rights_Briefing_Book.pdf .

Carter-Pokras, Olivia, Ruth E. Zambrana, Sonia E. Mora, & Katherine A. Aaby. 2007. Emergency preparedness: Knowledge and perceptions of Latin American immigrants. *Journal of Health Care for the Poor and Underserved,* 18:465-81.

Congressional Research Service. 2002. *Non-citizen eligibility for disaster related assistance.* Available at: http://65.36.162.215/files/nda.pdf.

Disaster Preparedness Working Paper, May 2004. *New York City voluntary organizations active in disaster: Immigrant affairs working group.* Available at: www.thenyic.org/issue.asp?cid=100.

Duong, Tuyet G. & Juliet K. Choi. *Hurricane Katrina: Models for effective emergency response in the Asian American community.* Washington D.C.: Asian American Justice Center. Available at: www.advancingequality.org/attachments/files/34/KatrinawriteupFINAL.pdf.

Jane Mobley Associates. 2007. *Public health workbook to define, locate, and reach special, vulnerable, and at-risk populations in an emergency* (Draft). Washington D.C.: Center for Disease Control and Prevention. Draft report is available at www.bt.cdc.gov/workbook.

Muniz, Brenda. 2006. *In the eye of the storm: How the government and private response to hurricane katrina failed latinos. 2006.* Washington D.C.: National Council of La Raza. Available at: www.nclr.org/content/publications/detail/36812/.

Shah, Susan, Insha Rahman, & Anita Khashu. 2007. *Overcoming language barriers: Solutions for law enforcement.* New York: Vera Institute of Justice, available at www.vera.org/overcomelangbarriers.

Summit County Sheriff Office & City of Lorain Police Department. Undated. *Resource document for law enforcement: interpretation and translation services* (contains model policies and procedures), available at www.co.summit.oh.us/sheriff/LEP.pdf.

U.S. Department of Homeland Security. 2007. *National preparedness guidelines.* September 2007. Available at: www.dhs.gov/xlibrary/assets/National_Preparedness_Guidelines.pdf.

U.S. Department of Justice. 2004. *Executive order 13166 limited English proficiency resource document: Tips and tools from the field,* available at www.lep.gov/resources/tips_and_tools-9-21-04.htm.

Demographic Data Websites

U.S. Bureau of Census
www.census.gov
This website contains enormous amounts of demographic data collected by the Census Bureau through its American Community Survey, the decennial Census, current population surveys, and numerous other sources. One of most frequently used tools at this complex website is www.factfinder.census.gov, which allows for detailed searches of demographic data by location and specific characteristics (including language proficiency) in various databases.

Dataplace.org
www.dataplace.org
Provides demographic, economic, housing, and social characteristics data (including language information) from the Bureau of Census and other housing sources. Website also allows users to easily create maps, charts, and tables of information in geographic scale from neighborhoods to the entire nation.

National Neighborhood Indicators Partnership.
www2.urban.org/nnip.
This project is a collaborative between the Urban Institute and local partners to further the development and use of neighborhood-level information systems in local policymaking and community building. Numerous publications are available at the website. The Urban Institute and partner staff members also provide direct technical assistance to groups in new locations who are interested in building capacity to use data in local policymaking.

Endnotes

1 Broadly speaking, there are four phases in emergency management: prevention, response, recovery, and mitigation. While this report focuses on the first two phases, the underlying principle of ensuring inclusion of LEP residents through proactive and ongoing integration applies to all aspects of emergency management.

2 Unless otherwise noted, the demographic information in this report is from the 2005 American Community Survey conducted by the U.S. Census Bureau as summarized by the Migration Policy Institute. This information can be found at www.migrationinformation.org/datahub/acscensus.cfm# (accessed Mar. 10, 2008).

3 42 U.S.C. 2000d et seq.

4 See generally U.S. Department of Justice. 2002. *Guidance to federal financial assistance recipients regarding title vi prohibition against national origin discrimination affecting limited English proficient persons,* 41462, available at www.usdoj.gov/crt/cor/lep/DOJFinLEPFRJun18202.htm (accessed April 19, 2008).

5 This section, 42 U.S.C. 5196f, states:

(a) In General - Consistent with section 308(a), the Director of the Federal Emergency Management Agency shall – (1) identify, in coordination with State and local govern-ments, population groups with limited English proficiency and take into account such groups in planning for an emergency or major disaster; (2) ensure that information made available to individuals affected by a major disaster or emergency is made available in formats that can be understood by -
(A) population groups identified under paragraph (1); and (B) individuals with disabil-ities or other special needs; and (3) develop and maintain an informational clearinghouse of model language assistance programs and best practices for State and local governments in providing services related to a major disaster or emergency.
(b) Group Size - For purposes of subsection (a), the Director of the Federal Emergency Management Agency shall define the size of a population group.

6 6 U.S.C. 321a.

7 42 U.S.C. 5151.

8 See Congressional Research Service. 2002. *Non-citizen eligibility for disaster related assistance.* Available at: http://65.36.162.215/files/nda.pdf (accessed April 15, 2008); American Red Cross, National Council of La Raza & National Immigration Law Center. 2007. *Immigrant eligibility for disaster assistance.* Available at www.nilc.org/ce/nilc/disasterassist_immeligi-bility_2007-06.pdf (accessed Mar. 25, 2008).

9 For more information on the "public charge" issue, see the U.S. Citizenship and Immigration Services' public charge web site at www.uscis.gov/portal/site/uscis/menuitem.5af9bb95919f35e66f614176543f6d1a/?vgnextoid=c215c9f3743ff010VgnVCM1000000ecd190aRCRD&vgnextchannel=4f719c7755cb9010VgnVCM10000045f3d6a1RCRD (accessed on Mar. 25, 2008).

10 Immigrants may also be concerned that using assistance will prevent them from becoming a U.S. citizen. However, there is no "public charge" test for citizenship applicants. The use of public benefits is not relevant in the naturalization application unless the benefits were obtained fraudulently. See National Immigration Law Center. 2005. *INS guidance on public charge: When is it safe to use benefits?* (June 2005). Available at www.nilc.org/ce/nilc/Public_Charge_%20Nat-06-01-05.pdf (accessed Mar. 25, 2008).

11 See American Red Cross et al. 2007.

12 For examples, see Muniz, Brenda. 2006. *In the eye of the storm: How the government and private response to Hurricane Katrina failed Latinos.* Washington D.C.: National Council of La Raza, available at www.nclr.org/content/publica-tions/detail/36812/ (accessed Mar. 25, 2008); San Diego Immigrant Rights Consortium, Justice Overcoming Boundaries of San Diego County, & ACLU of San Diego County. 2007. *Firestorm: Treatment of vulnerable populations during the San Diego fires.* Available at www.aclusandiego.org/news_item.php?cat_id_sel=002&sub_cat_id_sel=000014&article_id=000325 (accessed Mar. 25, 2008).

13 *Id.* See also Tumlin, Karen & Jon Blazer. 2005. Administration's failure to reassure leads to fear, isolation, and hardship in immigrant communities affected by hurricanes. *The National Immigration Law Center Immigrants' Rights Update* 6: 4-5, available at www.nilc.org/disaster_assistance/IRU6-05.pdf (accessed April 14, 2008).

14 Martinez, Jose. Blue collar kin: Don't forget us. *New York Daily News*, Sept. 23, 2001, available at www.nydailynews.com/archives/news/2001/09/23/2001-09-23_blue-collar_kin__don_t_forge.html (accessed April 27, 2008).

15 Linguistically isolated households are those in which no one over the age of 14 speaks English "well" or "very well." Without an adult who is proficient in English, such households face enormous barriers to accessing public and private services and are especially vulnerable in emergency situations.

16 The most relevant information from the 2000 Census can be found in Summary File 3.

17 The National States Geographic Information Council (www.nsgic.org/) describes the range of GIS systems that can be used. A good and easy-to-use resource can be found at www.dataspace.org. The website allows users to upload their own data and use dataplace.org's mapping and charting tools. See www.dataplace.org/help/uploading.html.

18 In recent years, many local governments have prioritized improving their capacity to communicate with and serve LEP residents, especially in the areas of public health and safety. For summary of these innovative programs at the state and local levels, see Theodore Wang. Publication pending. *Bridging the Language gap: Public and private strategies for communicating with limited-English speaking individuals.* Baltimore: The Annie E. Casey Foundation and Grantmakers Concerned with Immigrants and Refugees. For examples in the law enforcement context, see Shah, Susan, Insha Rahman, & Anita Khashu. 2007. *Overcoming language barriers: Solutions for law enforcement.* New York: Vera Institute of Justice, available at www.vera.org/overcomelangbarriers (accessed Mar. 20, 2008); Summit County Sheriff Office & City of Lorain Police Department. Undated. Resource document for law enforcement: interpretation and translation services (contains model policies and procedures), available at www.co.summit.oh.us/sheriff/LEP.pdf (accessed April 26, 2008); U.S. Department of Justice. 2004. Executive Order 13166 limited English proficiency resource document: Tips and tools from the field, available at www.lep.gov/resources/tips_and_tools-9-21-04.htm (accessed Mar. 20, 2008). There are numerous reports on promising language access practices in health care. For a list of these reports, go to the National Health Law Program's online library at www.healthlaw.org/library/folder.71232-Promising_Practices (accessed Mar. 20, 2008). For an analysis of private sector language access practices and how they can be used in public agencies, see Malhotra, Vivek & Theodore Wang. 2004. *The language of business: Adapting private sector practices to increase limited-English proficient individuals' access to government services.* San Francisco: Chinese for Affirmative

Action. Available at www.caasf.org/PDFs/The%20 Language%20of%20Business%20%5BCAA%5D.pdf (accessed Mar. 20, 2008).

[19] For instance, DOJ's guidance for implementing Title VI of the 1964 Civil Rights Act states: "Just as with all interpreters, community volunteers used to interpret between English speakers and LEP persons, or to orally translate documents, should be competent in the skill of interpreting and knowledgeable about applicable confidentiality and impartiality rules." U.S. Department of Justice. 2002. *Guidance to federal financial assistance recipients regarding title vi prohibition against national origin discrimination affecting limited English proficient persons,* 41462, available at www.usdoj.gov/crt/cor/lep /DOJFinLEPFRJun182002.htm (accessed April 19, 2008). HHS' LEP guidance is available at www.usdoj.gov/crt/cor/lep/hhsrevis-edlepguidance.html (accessed April 19, 2008).

[20] See Carter-Pokras, Olivia, Ruth E. Zambrana, Sonia E. Mora, & Katherine A. Aaby. 2007. Emergency preparedness: Knowledge and perceptions of Latin American immigrants. *Journal of Health Care for the Poor and Underserved*, 18:465-81 (focus group research results).

[21] Jane Mobley Associates. 2007. *Public health workbook to define, locate, and reach special, vulnerable, and at-risk populations in an emergency* (Draft), 76. Washington D.C.: Center for Disease Control and Prevention. Draft report is available at www.bt.cdc.gov/workbook.

[22] United States Department of Homeland Security Citizen Corps. 2008. 2008 *DHS funding and community preparedness,* 12. Available at www.citizencorps.gov/pdf/FY08_Community_Preparedness_and_Participation_Funding_Summary.pdf (accessed March 14, 2008).

[23] More information about these DHS programs can be found at its website, www.dhs.gov.

[24] Email correspondence from Christina Farrell, Assistant Commissioner, New York City Office of Emergency Management, Feb. 11, 2008.

[25] Letter from Sylvia Dawson, Centers for Disease Control and Prevention. Sept. 21, 2007. "Program Announcement AA154 - IPR Part 2 - 2007 (Budget Year 8)," available at www.bt.cdc.gov /cotper/coopagreement/pdf/fy07announcement.pdf (accessed Apr. 15, 2008).

[26] Usdin, Linda. *Power amidst chaos: Foundation support for advocacy related to disaster.* Washington D.C.: Alliance for Justice, available at www.afj.org/assets/resources/nap/monograph.pdf (accessed April 28, 2008).

[27] For examples of foundation grants to improve language access in public agencies, see Petsod, Daranee, Ted Wang, and Craig McGarvey. 2006. *Investing in our communities: Strategies for immigrant integration*, 65-6. Sebastopol: Grantmakers Concerned with Immigrants and Refugees, available at www.gcir.org (accessed April 26, 2008).

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