Fire Research Report

Communicating Fire Safety Messages to New Migrants

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April 2014

This research is designed to improve fire outcomes for new migrants and refugee groups with little or no English language skills and unfamiliarity with New Zealand culture and fire safety practices. It has done so by developing best practice guidelines for accessing and communicating with these groups about fire prevention and safety. Given these groups are unfamiliar with life in New Zealand, are coping with unfamiliar housing and work arrangements, and have different cultural understandings and expectations, they are potentially vulnerable to fire injury and death and can create risk to structures and vegetation. New ways are needed for the New Zealand Fire Service, the National Rural Fire Authority and others to access and communicate with these groups to raise their awareness of fire risk and encourage them to adopt safer behaviours to reduce the risk for households, communities and the surrounding environment. The research reviews current international and New Zealand communication methods and pathways for reaching new migrant and refugee groups; identifies best communication approaches and methods; and develops best practice communication guidelines for wider New Zealand Fire Service and National Rural Fire Authority implementation. Outputs include: guidelines for communicating fire safety messages to new migrant and refugee groups; and a report documenting the research process and the key findings.

COMMUNICATING FIRE SAFETY MESSAGES TO NEW MIGRANTS:

RESEARCH REPORT

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ABSTRACT

This research is designed to improve fire outcomes for new migrants and refugee groups with little or no English language skills and unfamiliarity with New Zealand culture and fire safety practices. It has done so by developing best practice guidelines for accessing and communicating with these groups about fire prevention and safety. Given these groups are unfamiliar with life in New Zealand, are coping with unfamiliar housing and work arrangements, and have different cultural understandings and expectations, they are potentially vulnerable to fire injury and death and can create risk to structures and vegetation. New ways are needed for the New Zealand Fire Service, the National Rural Fire Authority and others to access and communicate with these groups to raise their awareness of fire risk and encourage them to adopt safer behaviours to reduce the risk for households, communities and the surrounding environment. The research reviews current international and New Zealand communication methods and pathways for reaching new migrant and refugee groups; identifies best communication approaches and methods; and develops best practice communication guidelines for wider New Zealand Fire Service and National Rural Fire Authority implementation. Outputs include: guidelines for communicating fire safety messages to new migrant and refugee groups; and a report documenting the research process and the key findings.

EXECUTIVE SUMMARY

1.   INTRODUCTION

1.1   This research was funded by the New Zealand Fire Service Commission and is intended to provide the New Zealand Fire Service and the National Rural Fire Authority with new understandings that enable them to improve their communication with new migrants. Specifically, it aims to improve their communication of fire safety messages and risk to new migrants by identifying:

- Particular risks specific to these groups as a basis for developing appropriate and effective fire prevention and safety messages; and
- Effective communication approaches to reach these groups.

1.2   It provides an overview of the fire risks that new migrants face, the reasons for these risks, why these groups are difficult to reach and influence, good practice principles for communicating with new migrant groups, and some recommendations to aid the implementation of research findings.

1.3   These research findings have also been distilled into accompanying guidelines: Communication Guidelines: Steps to developing, implementing and evaluating a communication approach with new migrant groups.

2.   RESEARCH METHODOLOGY

2.1   The report is based on a 12 month research process that included: interviews, focus groups and workshops with key informants in three case study areas (Southland, Christchurch and Auckland); discussions with fire services staff working with new migrants; reviews of relevant international and New Zealand literature about fire risk factors for new migrants and what other emergency (especially fire-related) services are doing to improve the way they engage with new migrant groups; and relevant data analysis.

3.   SETTING THE SCENE

3.1   Migrants include a diverse group of people who move to a new country for different reasons and under a variety of immigration categories. At any one time they are also at different stages in their settlement process. The focus of this research is a subset of migrants - new migrants with little or no English language skills and unfamiliarity with New Zealand culture and fire safety practices. They include refugees, temporary and permanent workers, international students and people who come to join their families. In general, migrants are considered 'new' for the first 2-3 years after their arrival.

4.   WHAT RISKS DO NEW MIGRANTS FACE?

4.1   The fire 'risk factors' for new migrants settling into New Zealand are variously attributed to significant language and cultural differences between their countries of origin and New Zealand, coupled with their previous life and living experiences. Reasons include:
- difficulties in communication;
- the physical nature of new migrants' homes coupled with household composition and how home spaces are used;
- domestic practices (e.g. cooking, heating, drying clothes);
- land management experiences;
- attitudes to fire safety;
- how they engage with fire safety services;

- their fire response;
- access to family support;
- whether the migrant community is large or small; and
- whether the host community provides suitable settlement services.

4.2 How migrants prepared and cooked their meals in their countries of origin, including what they cooked with, are often very different from what are they are adapting to in their new domestic settings. Risks can arise from these differences when new migrants:
- Are unaware of the potential danger of New Zealand's more intense stovetop heat compared with their former experience with heat sources. Unattended cooking (often oil based) can be a new risk because their former less intense heat sources allowed them to carry out other household tasks simultaneously;
- Are unfamiliar with safety around barbeques at home and in public areas, especially as they are keen to emulate the New Zealand barbeque culture;
- Still prefer traditional ways of cooking (e.g., still cooking outside) with fuels such as coal or wood and, sometimes, with accelerants but are unaware that wooden houses and adjacent bush pose fire risk;
- Are unfamiliar with New Zealand cooking appliances, including ovens (rarely used in many countries of origin where stove top cooking is more usual) and use them inappropriately.

Risks associated with domestic practices may also endanger others in more crowded settings such as in apartment buildings.

4.3 New migrants may be unaware that they need to adapt their behaviours to account for New Zealand's more typical timber housing construction compared with the concrete, stone, adobe or other less flammable home construction they are more familiar with in their countries of origin. Noted risk behaviours include lighting of cooking and other fires near external wooden walls, and internal lighting of fires and use of burners in living-room areas as part of religious, tea and other traditional cultural ceremonies.

4.4 Often new migrants end up in poor quality housing, with associated risks such as damaged or degraded electrical wiring and the need for extra heating. The housing crisis of post-quake Christchurch, including reported letting of condemned houses, potentially exacerbates such risk.

4.5 Fire risks potentially arise as new migrants adjust to taking responsibility for fire safety when they move from apartment living in their countries of origin (for example migrants from many Asian countries) to individual home accommodation in New Zealand. Previously, fire safety was the collective responsibility of tenants or, more frequently, the responsibility of building owners or managers.

4.6 Overcrowded accommodation can be common amongst new migrants (e.g., multi family or extended family living for cultural and/or financial reasons as well as housing unavailability). As a consequence, people may sleep in living areas (e.g., near heating sources); there may be greater use of appliances and power, and more cooking by more people over longer periods; and there may be a lack of adequate facilities for drying clothes. There may also be a greater risk of injury or death in the event of a fire because a coordinated emergency response is more difficult.

4.7 Particularly vulnerable groups of new migrants include (i) female-led families when the women do not have experience with running a household in their country of origin or in New Zealand, lack education, skills and confidence to solve problems, and/or do not have a family

or wider community support network; (ii) older migrants, especially older Chinese and Korean women coming to join their children in New Zealand, because they are socially isolated and lack English language skills as well as facing the problems of older people in general; (iii) children in the care of the vulnerable older migrants; and (iv) children in the care of older siblings who are traditionally given responsibility for the care of younger children.

4.8   New migrants who came from hotter countries (the majority of the target group) are likely to be unfamiliar with household heating sources such as open fires, log burners, and electric and gas heaters, and their safe use.

4.9   Open flames from burners, incense and candles are used regularly as part of cultural and religious ceremonies in some new migrant homes with insufficient knowledge of safety steps.

4.10   New migrants' experiences prior to their arrival in New Zealand, coupled with any current communication difficulties, shape their attitudes to fire risk, the way that they both respond to and engage with emergency services, and their response to fire events. They may not appreciate the importance of fire prevention (including the value of smoke alarms), lack knowledge about how to respond to a fire event appropriately, and be reluctant to engage with fire services. The incidence of domestic fires may have been lower in their countries of origin or people's personal safety may have been less valued. Fire safety may also be a lower priority when they first arrive in New Zealand when they are, instead, putting all their energies into becoming established in the community, finding accommodation and jobs, settling their children in schools, and learning or improving their English language skills.

4.11   Some new migrants are wary of smoke alarms because they fear the consequences of false alarms (e.g., fines, cost recovery, and/or censure) or do not want to be a nuisance.

4.12   New migrants' guardedness about interacting with fire and other emergency services may be attributed to their past experiences with authorities in their countries of origin. Many new settlers, especially refugees, have had good reason to fear these authorities and extend this fear to all uniformed services in New Zealand (including fire services). Their resulting reluctance to engage with authorities may mean new migrants are less likely to seek advice, for instance in installing alarms in their homes, or may not respond to any fire service outreach activities to install smoke alarms or provide other assistance. Reversing a lifetime fear of uniformed services is likely to be difficult and require on-going effort. Language difficulties also make engaging with fire services fraught and these language problems are likely to be accentuated in a time of crisis.

4.13   For young international students, greater fire risk can be attributed to their new freedom from parental care and, in some cases, a more authoritarian home country coupled with new access to alcohol.

5.   GOOD PRACTICE FOR COMMUNICATING MESSAGES TO AT-RISK MIGRANTS

5.1   The communication 'good practice' principles outlined in the report address:
• the need for migrants to trust fire services to ensure effective engagement processes;
• the value of fire services collaborating with the wide range of organisations and groups working in and with migrant communities;
• the importance of working within communities and building on existing community processes and events;
• the value of aligning fire safety messages with migrants' other priorities;

- the need to target messages; and
- the value of using a mix of information and communication forms.

5.2   Research shows that organisational diversity and cultural awareness provide the best foundation for effective engagement with the target at-risk groups. There may be value in fire services staff receiving training and more information about how to best work with new migrant communities. To complement formal approaches to training, less formal learning opportunities could also be made available. Opportunities for information sharing between fire service professionals and migrants are effective means for professionals to become more culturally competent and know about their local communities. At the same time, there may be some value in training new migrants as part of a push to diversify the cultural and ethnic composition of fire services. Such training will also assist new migrants' employability.

5.3   New migrants' first preference is to locate a trusted person or use their own networks to find answers or solutions to any given problem or issue. Indeed, the credibility of information received is closely associated with the reputation or status of the messenger (a person or an organisation) providing the information. And people are more likely to act on such information if they trust the provider.

5.4   If fire services want to ensure their messages reach at-risk target groups and are acted on, they need to build their credibility with these groups. However, there are a number of barriers to new migrants' trusting of fire services. Many are suspicious of, or mistrust, authorities in general, or do not feel comfortable approaching them due to communication difficulties or fear they will be a nuisance or will attract negative consequences. Also, they may not realise that they have any need to think about fire safety issues,

5.5   Some successful ways to build new migrants' trust in fire services include: (i) a trusted person approach which involves disseminating messages through friends, families and trusted communities leaders and groups; and (ii) the appointment of migrant community advocates or similar roles (e.g., informants, liaison personnel or educators) to help in sharing safety messages and building relationships between their communities and the fire services.

5.6   Possible avenues for introducing such initiatives in New Zealand include language schools where tutors work with groups and provide one-on-one tutoring in migrants' homes. Lessons are often based around information-sharing in areas of interest to the migrants (e.g. health, housing, safety). In general, these schools are enthusiastic about the possibility of working with the fire services as are other educational institutions such as universities and polytechnics. There is also a variety of trusted media outlets available to distribute safety messages such as newsletters, newspapers, email lists, letter drops and brochures, with many of these distribution opportunities free of cost.

5.7   Evidence points to the value of fire services collaborating with other organisations that work with migrant communities as they can act as a community access point. Fire services could usefully take advantage of the outreach initiatives of a wide range of government and non-government agencies and organisations that are already working with new migrant groups. These organisations are generally keen to work with the fire services. These agencies and organisations include formal service delivery agencies (e.g. health, education, social services, settlement support) and non-governmental organisations (e.g. churches and faith-based groups, community groups, ethnic organisations, newspapers).

5.8   The settlement process for migrants is as varied as migrant groups are diverse. New migrants tend to have different information needs at different stages of the settlement process and will be receptive to different information at different times. For instance, while they are

finding their way around, fire safety is unlikely to be a priority in their minds. It may be difficult for them to take in a lot of new messages and ideas in this early stage of settlement even though that might be the easiest time for the fire services to reach them (e.g., when they have contact with settlement support services).

5.9   Some generalisations can be made about when to intervene in the settlement process with fire safety messages. For instance, it might be valuable to provide new migrants with messages about fire safety within a few days of arrival to begin the process of familiarisation and trust-building with fire services. Because the amount of information is overwhelming at that stage, however, they tend to sift out that which is not immediately applicable. So, further reinforcement/refreshment of these messages is necessary a few months later. Also, because relationship building needs to continue, such follow-up contact is important.

5.10   Given the range of migrant settlement experiences, it is important to align the timing of messages to migrants' own priorities. There are opportunities to align fire safety initiatives with initiatives that assist migrants to meet their immediate needs. Such alignment increases the likelihood that fire safety messages will capture their attention. So, these messages can be combined with learning English (as outlined in 5.6 above); finding employment (e.g., finding ways to link fire safety with increasing migrants' employability through initiatives like encouraging volunteering); and increasing networks into the community (e.g., turning the fire station into a community resource for migrant communities provides a hub for their meeting other people).

5.11   Effective fire safety strategies need to include both active (e.g., demonstrations) and passive (e.g., brochures that people can take away) communication approaches. However, active information sharing tends to have better results overall (i.e., better retention of information and is an aid to relationship-building) compared with passive methods even though the latter may be more cost-effective and efficient for mass distribution.

5.12   Outreach is the most effective way for fire services to provide information, recruit volunteers, and run training. This includes: visiting English language centres and schools; attending community events; approaching churches and mosques; and organising community functions in areas of high migrant settlement. To maximise the benefits of face-to-face engagement with new migrants, there are some important rules of thumb. It is important to use migrants' own language where possible; create environments where women feel comfortable; hold events in places that people can get to easily or where transport is provided; and consider the needs and experiences of the target groups to maximise both attendance and what these groups will take home.

5.13   Information sharing, whether through face-to-face events or distribution of 'take away' material, is best done through the existing meeting points, events, service providers and networks that particular groups of migrants frequent and trust. Possibilities include: libraries, churches, schools where there are high migrant numbers, stalls outside shops that specialise in food or clothing products for specific ethnic groups, ethnic radio and television, and community events (but often the main focus will be to meet people and build relationships).

5.14   Given the expense of communicating and engaging with migrant communities, it is important to first identify and target the key at-risk groups that fire services need to engage with, and the most effective approaches and methods for engaging with that group. It is also important to identify the barriers to communication and how these could be addressed. Such understanding will require some needs assessment to, for example, find out: where different groups congregate; the appropriate channels and information forms for the

targeted groups; the appropriate content, format and methods of information sharing; the best language to communicate with; cultural protocols to observe; and the literacy level of the target audience.

6. RECOMMENDATIONS

6.1 The following recommendations, which are informed by the research findings outlined in the previous sections of this report, are intended to stand alone. However, they also inform the accompanying guidelines (*Communication Guidelines: Steps to developing, implementing and evaluating a communication approach with new migrant groups*). These guidelines, in turn, provide a template for putting most of the recommendations into action at an operational level.

6.2 Compile **new migrant profile data** at local and regional levels so that appropriate staff (e.g., people with community engagement responsibilities) know and understand the cultural and ethnic composition, characteristics, needs and communication channels of the migrant communities (including cultural diversity).

6.3 **Work collaboratively** with other agencies (e.g., central and local government and migrant support services) that are working with new migrants to help them settle into their new lives. Consider partnerships with migrant support or multicultural organisations and build engagement with these organisations into everyday work practices.

6.4 Enable personnel with engagement responsibilities to **spend time with new migrant communities**, for instance at their community functions and celebrations. Building relationships with new migrant communities involves mutual trust, respect and understanding, which builds as contact continues.

6.5 Consider **relaxing requirements for personnel to wear uniforms** (or full uniform) in some situations as many new migrants fear uniformed authorities, especially when they first arrive in the country.

6.6 **Provide resources** to enable the expansion of 'tried and true' fire safety initiatives into new migrant households (e.g., checking that households have working smoke alarms and stressing their importance). Resources may include providing cultural awareness training to appropriate staff to ensure they adopt appropriate cultural protocols during home visits.

6.7 Take a **cultural stock-take** of staff to find out who in the fire services have language and cultural skills and knowledge that can be drawn on to both raise the cultural competencies of their colleagues and to build relationships with new migrants in the organisations' engagement processes. At the same time, foster cultural awareness within the fire services by encouraging (or requiring) personnel with community engagement responsibilities to develop cultural awareness competencies.

6.8 Encourage **new migrants into the fire services** as volunteers and paid employees as a pathway to the fire services becoming more culturally diverse. One possibility is to establish

new migrant **liaison and advocacy roles** (paid and/or volunteer positions) in rural and urban areas.

6.9 Develop a **data collecting framework** to track the prevalence and cause of fires amongst new migrant households.

6.10 Establish a **regionally-based pilot** through which many of the interventions described in this report could be adapted to the New Zealand environment and trialled in rural and urban settings. It is important to involve both the New Zealand Fire Service and the National Rural Fire Authority and include an ongoing evaluation. The pilot has a high likelihood of success in Southland where there is a great deal of support for its establishment by migrant support organisations, key people in the New Zealand Fire Service Southland and the Southern Rural Fire Authority, and local and regional primary and tertiary education providers working with migrant families and their children and international students.

1. INTRODUCTION

This research, funded by the New Zealand Fire Service Commission, is intended to provide the New Zealand Fire Service and the National Rural Fire Authority[1] with new understandings that enable them to improve their communication with new migrants[2]. Specifically, it aims to improve communication of fire safety messages and risk to new migrants by identifying:

- Particular risks specific to these groups as a basis for developing appropriate and effective fire prevention and safety messages; and
- Effective communication approaches to reach these groups.

The report is based on: research in three case study areas (Southland, Christchurch and Auckland); discussions with a range of fire services staff in New Zealand working with new migrants; and reviews of relevant international and New Zealand literature about what other emergency (especially fire-related) services are doing to improve the way they engage with new migrant groups.

This report provides an overview of the fire risks that new migrants face and the reasons for these risks. It also explains why these groups are difficult to reach and influence with fire safety messages. The report also outlines some good practice principles for communicating with new migrant groups and includes a number of key recommendations that would assist the fire services in their adoption and implementation of the research findings.

The findings in this report have also been distilled into the accompanying guidelines *(Communication Guidelines: Steps to developing, implementing and evaluating a communication approach with new migrant groups).* These guidelines will assist staff to target safety messages to reach new migrant groups in order to change their fire safety awareness, attitudes and behaviour.

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[1] Together, these organisations are referred to as the fire services throughout this report and the accompanying guidelines.
[2] There are a variety of terms used to collectively describe the communities of new migrants and refugees that the guidelines focus on. In Australia and, increasingly in New Zealand, the term 'CALD communities' seems to be gaining some traction amongst local and central government agencies. CALD stands for 'Culturally and Linguistically Diverse' communities. However, these guidelines use the term 'new migrants' to describe the communities who are the focus of these guidelines, mainly on the advice of fire services personnel involved in the focus groups, interviews and workshops.

2. RESEARCH METHODOLOGY

The research methodology included four main components:
- Review of relevant New Zealand and international literature and statistics
- Review of relevant engagement approaches and safety messages
- Interviews, focus groups and workshops in three case study areas.
- Development of best practice guidelines

These components were designed to address the following research questions:
- What are the risk factors for the research's target groups and to what extent are these different from, or similar to, the risk factors of other vulnerable groups?
- What are the key cultural differences and similarities that need to be taken into account when designing safety messages and communication/engagement pathways for the research's target groups?
- What are the most appropriate social, professional and other networks, organisations, events and activities to tap into to develop effective communication/engagement pathways?
- Are there differences in rural and urban communication/engagement pathways that need to be taken account of in the design of communication pathways to the research's target groups?
- What are the implications of identified cultural differences and similarities and risk factors for the design of safety messages and communication/engagement pathways for the research's target groups?
- To what extent do current safety messages and communication/engagement pathways reflect the specific cultural needs and risk factors of the research's target groups? What adaptations to the messages and/or communication/engagement pathways are needed? What new messages are needed?
- What are the characteristics of effective safety messages and communication/engagement pathways (tools) for improving the fire safety outcomes of the research's target groups?

2.1 Review of relevant New Zealand and international literature and statistics

Relevant literature and research from New Zealand, the United Kingdom, Australia, Canada and the United States of America (USA) were reviewed. The key themes explored through this review concerned best practice in relation to: settlement processes for new migrants and refugees; and communicating fire safety and other emergency service messages. The review also examined research on the particular risk factors and barriers associated with groups of new migrants and refugees.

A review of available population statistics focused on what would be learnt about trends and patterns in new migrants and refugees in New Zealand and therefore the potential high risk groups to be targeted as part of any communication initiatives.

2.2 Review of relevant engagement approaches and safety messages

The review of current methods and messages used to communicate with refugees and migrants by the NZFS, RFA and Australian fire agencies and others (e.g., ESOL services) included document review and interviews. Phone interviews were conducted with key fire personnel who work with

new migrants and refugees in different fire service regions. These interviews focused on: their experiences communicating with new migrants and refugees; the groups they considered to be high risk; what they believed worked well and did not work well; and any barriers to effective communication.

2.3   Interviews, focus groups and workshops in three case study areas

A mix of interviews, focus groups and workshops with key agencies and organisations in three case study regions (Christchurch, Southland and Auckland) were conducted over the 12-month research process. These three case study areas were selected to ensure a rural and an urban focus to the research in order to capture a range of new migrant and refugee experiences. The experiences of urban and rural migrants differ: often new migrants in rural areas are more isolated and experience more difficulty building supportive connections.

The organisations that participated in the research (listed in Appendix 1) were identified through a snowballing[3] process. Once these organisations agreed that the list of research participants was comprehensive and representative in each region, the researchers stopped adding to it. Organisations included New Zealand Fire Service and National Rural Fire Authority personnel, refugee and migrant support services, international student providers and services, employers and employment agencies, Federated Farmers, language schools, ethnic community organisations, and local and central government organisations working with new migrant groups. These research tools were used to identify: refugee and migrant groups that cause particular concern; the particular risk factors each of these groups face; appropriate focus of safety messages; communication approaches/channels that have worked well with these groups; and, therefore, key elements (or best practice) to ensure effective communication approaches and channels in the future.

2.4   Development of best practice guidelines

Research findings from the first three components of the project were distilled into a practical framework for communicating fire safety messages to new migrant groups to change their fire safety awareness, attitudes and behaviour. These guidelines also build on work undertaken by other agencies such as the Christchurch City Council and Civil Defence. It is hoped they will be implemented in tandem with the fostering of staff diversity within fire service organisations so that these organisations become more representative of the culturally diverse communities in which they are located and to whom they provide services.

The content of the guidelines was reviewed an adapted in the final stages of the research through focus groups, workshops and follow-up interviews with key research participants.

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[3] That is, the researchers asked those interviewed for details about other relevant individuals and organisations that should be included in the research to ensure none were missed.

3.   SETTING THE SCENE

This section of the report provides a brief description of the target group that is the focus of this research. It describes the diverse range of new arrivals coming to rural and urban New Zealand under a variety of immigration categories, and with a multiplicity of experiences and capabilities. It also provides some insight into the importance of focusing on the fire safety of this growing proportion of the New Zealand population by providing a brief description of migration trends.

3.1   Who are New Zealand's new migrants?

Given the broad spectrum of people covered by the term 'migrants', it is important to be specific about the target groups included in this research. The term 'migrants' is a catch-all term for a diverse group of people who enter New Zealand for different reasons and under a variety of immigration categories. At any one time they are also at different stages in their settling into urban or rural New Zealand life. As Caidi (2009) states, this group includes:

> Members at different stages of the settlement process and from many different countries, with different cultures, experiences and skills, and in different immigration categories such as permanent migrants, refugees, and workers on temporary permits. There are also differences in age, gender, and ethnicity, as well as in language and understanding and knowledge of the host country (in Herrick and Morrison, 2010, 26).

In addition, these migrants may not be literate in their own language, let alone English, and may have a disability or other personal characteristics that increase their vulnerability to fire. Depending on their backgrounds, the stage of their settlement and the existence or not of family, they will vary in the degree to which they are connected to others from the same cultural backgrounds.

This research focuses on a subset of these migrants, specifically new migrants with little or no English language skills and unfamiliarity with New Zealand culture and fire safety practices. 'New migrants' is an inclusive term that relates to the period of time they have been in New Zealand, and includes refugees, temporary and permanent workers, international students and people who come to join their families. In general, migrants are considered new for the first 2-3 years after their arrival. Evidence of this 'newness' status is the provision of settlement assistance, which is often available for the first two years of a migrant's settlement process. Experience shows, however, that the settlement process for migrants differs across and between groups. It will inevitably be a much quicker process for some groups than for others (Fletcher, 1999). Service providers interviewed for this research generally agree that there are a number of migrant groups, especially (but not only) refugees and older parents joining their families, who take considerably longer than two years to settle into New Zealand life. Indeed, some who could benefit from settlement support do not come to the notice of service providers (or are not aware that assistance is available) until they have been in the country for several years. For example, one Malaysian Chinese man interviewed talked about the settlement assistance he sought after having been in the country for around ten years. He was not aware of the availability of such assistance when he first arrived even though it would have helped him settle into the New Zealand way of life. These differences amongst migrants are anticipated to some extent in how settlement services are provided. For instance, support tends to be targeted at particular groups. Thus, some groups (e.g., migrants and refugees from Asia, South

America and Africa) have typically received more assistance settling in New Zealand than others, such as European migrants (NZIS, 2002).

Newness to New Zealand is not the only indication of people's need for settlement support. Some groups of more established migrants also share many of the characteristics of new migrants and will need additional assistance. Settlement assistance providers suggest that some groups, especially where there are significant language and cultural differences between them and the New Zealand population as a whole, could be considered 'new' migrants for at least five years. Any definition of new migrants needs to be sufficiently flexible to ensure that migrants' settlement needs are met regardless of the time they have been in the country.

3.2 Migration trends in New Zealand

People newly arriving in New Zealand come for a variety of reasons, fall into a variety of immigration categories and vary greatly in their cultural backgrounds, language and experiences. The 2013 census shows that some of the biggest increases (since the last census in 2006) have come from groups within the broader Asian category, spearheaded by the Chinese (increased by 16 percent) and Indian (increased by 48 percent) ethnic groups, mostly in Auckland (Manning, 2013). Overall, Asian ethnic groups in New Zealand have almost doubled in size since 2001 and mainly come from China, India, the Philippines and the Republic of Korea. Hindi is now the fourth most common language spoken in New Zealand (SNZ, 2013).

Below are some general trends by immigration category types.

Refugees: According to a recent analysis of migration trends in New Zealand (LIRS, 2013), of the 774 people who were approved through the Refugee Quota Programme in 2011/12, the largest source countries were Burma (49 percent), Iraq (17 percent), and Bhutan (13 percent). Settlers who come through the Refugee Quota have a six-week orientation programme at the Mangere Refugee Centre when they arrive.

Temporary workers: The number of temporary workers to New Zealand continues to increase. Many have limited English language skills and their cultural backgrounds are significantly different from New Zealand. Employers recruit temporary workers from overseas to meet particular or seasonal labour shortages. This category of temporary (and by definition, new) migrants includes, for instance, dairy workers from the Philippines and South America and horticulture and viticulture seasonal workers from Pacific Island countries (LIRS, 2013).

The 2013 census shows that, since the last census in 2006, the number of Filipinos in New Zealand has more than doubled to 40,000. As well as working on dairy farms, many have come to help with the Christchurch rebuild (Manning, 2013).

Family-sponsored migrants: New Zealand citizens and permanent residents are able to sponsor close family members for residence. In 2011/12, China (at 47% of the total) was the largest source country of migrants approved through the Parent Category (LIRS, 2013). Recent statistics show a significant number of older Chinese migrants arriving. They are likely to face language and cultural difficulties in settling into New Zealand. Settlement service providers in Auckland and Christchurch

verify this trend, reporting a growing number of older Chinese and Koreans arriving to join their children (who may or may not remain in residence in New Zealand).

Family sponsored migrants often share some of the experiences and needs of refugees. For instance, once refugees are resettled, many want to sponsor family members to New Zealand through family reunification policies. These family members are likely to also come from refugee-like circumstances. Although they have family in New Zealand, they are likely to have the same needs for orientation as refugees arriving via the Refugee Quota. However, they do not receive the six week orientation although they can access assistance through various settlement services (NZIS, 2002).

International students: Recent analysis shows that China is the largest source country of international students, at 25 percent, followed by India, at 13 percent, and South Korea, at 10 percent (LIRS, 2013). The numbers of international students in New Zealand at any one time is large. For instance, in August 2013, Auckland University International Student Services reported 15,000 international student enrolments.

4. WHAT FIRE RISKS DO NEW MIGRANTS FACE?

This section of the report summarises the range of fire risks faced by new migrants identified through the literature review and through interviews and focus groups in the three case study areas. New migrants potentially face a wide range of risks and virtually all those involved in the research indicated they were relieved and pleased that the research was being carried out and that the fire services were taking the issue of migrant fire safety seriously.

The 'risk factors' for new migrants settling into New Zealand are variously attributed to significant language and cultural differences between their countries of origin and New Zealand, coupled with their previous experiences (including, for some, long periods of time in refugee camps). Migrant groups' potential vulnerability to fire risk is attributed to a range of reasons including:
- difficulties in communication;
- the physical nature of their homes coupled with household composition and how home spaces are used;
- domestic practices (e.g. cooking, heating, drying clothes);
- land management experiences;
- attitudes to fire safety;
- engagement with fire safety services; and
- response to fire events.

Research suggests migrants' vulnerability is also affected by whether they have family support, whether the migrant community is large or small, and whether the host community provides suitable settlement services (CCR, 1998).

The following description of risks is supported by both international research (AEMI, 2001; Argueta, et. al, 2009; Glasgow, 2006; Newbigging and Thomas, 2010, NFPA, 2013) and the observations and experiences of a wide range of New Zealand settlement service providers, local and central government agencies, employer and industry representatives (e.g., in dairying and the horticultural sector) and emergency services (e.g., New Zealand Fire Service, the National Rural Fire Authority, Civil Defence) canvassed through this research process.

Many of the risks relate to new migrants' lack of knowledge and understanding of how things are done in New Zealand, especially when there are significant differences between their previous domestic and working life and their new life here. This unfamiliarity is often exacerbated by their limited financial resources. Areas of unfamiliarity identified in the literature and by research participants include meal preparation, housing materials, heating needs and sources, and fire prevention practices and responses. Factors such as their domestic arrangements and housing condition may also contribute to migrants' fire risk.

4.1 Meal preparation

How migrants prepared and cooked their meals in their countries of origin, including cooking implements and what they cooked in or on, were often very different from what they are using in their new domestic settings. Agencies working with new settlers describe a range of fire risks

associated with their use of New Zealand appliances and adaptation to New Zealand cooking practices.

Unattended cooking can be a major risk factor amongst new migrants. Traditionally, for example, in many of their countries of origin, women took major responsibility for cooking and were likely to remain near the cooking source, but may have carried out multiple activities. They continue to take this cooking responsibility in their new homes and are still likely to stay around the cooking area – often using oil on a cook-top. However, they are cooking in new circumstances that could pose risk. One suggested risk factor is the availability of more intense stovetop heat compared with the heat sources previously used. The unexpected speed and intensity of heat may cause new risks - their previous experience with slower and less intense oil-based cooking probably allowed them to take their eyes off the pots and carry out other tasks. The cooking risks may be further heightened while they learn the difference between high and low settings given language issues. In the New Zealand setting unattended cooking is more risky.

A refugee service provider also talked about risks of unattended cooking in households where teenage girls are given major cooking responsibilities (common, for instance, in Somali families where they are being mentored in preparation for marriage and motherhood). These girls, however, are growing up in a new environment where there are likely to be more distractions from their cooking roles (television, text messaging, phone calls, etc) than would have been the case in their more traditional home environments.

Migrants' new exposure to barbeques, as well as their continued use of familiar outside flame-based cooking processes might also pose threats according to some commentators. Some new settlers, especially refugees, still prefer their traditional ways of cooking (e.g., still cooking outside) with fuels such as coal or wood and, sometimes, with accelerants. The story of a daughter of a long-term (30 years) migrant is one example. She described her father's insistence on cooking with his wok on a gas flame in an outside wooden shed despite having a well appointed kitchen inside the house. His refusal to acknowledge the fire risk of such cooking practices in a New Zealand context of wooden buildings and adjacent vegetation is not unusual. One settlement service provider talked about wild fire risks as new settlers try to emulate New Zealand outdoor barbequing in public areas while not appreciating the need to consider wind direction, the proximity of vegetation, the need to fully extinguish the fire when they leave the area, and other safety considerations.

New migrants are also likely to be unfamiliar with New Zealand cooking appliances, including ovens (rarely used in many countries of origin where stove top cooking is more usual), toasters and microwave ovens. Service providers described new migrants' risk behaviours like lighting fires or storing plastic bags in an oven. Toasters also present risks even to new settlers from countries where their use is common. For instance, one USA migrant described the horror of one of her flatmates as she was about to use a knife to free up a jammed piece of toast. In the USA, where the voltage is half what it is here, such actions do not present the same risk, she suggested.

While these risks are typically described in terms of danger to the new migrants themselves, their unfamiliarity with New Zealand life may also pose risks for others. Some support services and fire services personnel, for instance, talked about the risks of such domestic practices to others in more crowded settings such as in apartment buildings. As the next section discusses, new migrants may

not appreciate how flammable New Zealand housing is, especially given the prevalence of timber construction.

4.2   Housing material, type and quality

There are a number of potential fire risks that can be broadly grouped together around new migrants' housing and household living arrangements, often coupled with low income.

First, there are fire risks associated with New Zealand's more typical timber housing construction compared with the concrete, stone, adobe or other less-flammable home construction materials migrants were more familiar with in their countries of origin. New migrants may be unaware of the need to adapt their behaviours to account for our timber construction. For instance, settlement service providers described people lighting cooking and other fires near external wooden walls and, amongst some groups, lighting fires and using burners in living-room areas but not in a fireplace (e.g., in the middle of timber floors) as part of religious, tea and other traditional cultural and religious ceremonies.

Fire risk is also associated with housing quality, for instance because of damaged or degraded electrical wiring, or because the temperature in New Zealand houses is colder than those in their country of origin. New migrants, particularly refugees, often end up in poor quality housing given their low incomes. Temporary dairy or horticultural workers in rural areas are also at risk. They are often housed in basic, colder, isolated 'transient' rural housing.

In Christchurch, settlement services report a number of new migrant families having to rent earthquake-damaged housing because of the non-availability of housing generally (including social housing), the increasing competition for rental housing as construction and other workers arrive in the city, and the growing (and probably inflated) cost of housing generally[4]. Service providers understand that some of these damaged houses are going on the rental market without any checking of wiring, smoke alarms, flues and appliances. Housing shortages in Auckland have similar consequences for low-income migrant groups. Other secondary risks arise because of the poor condition of housing. For instance, their general bad repair (e.g., draughtiness) may mean tenants need more heating and, given lower incomes, may be more inclined to rely on unsafe heating sources. In addition, in rental properties there is often no clothes drier and nowhere covered outside to dry clothes which mean people may dry their clothes inside too close to unsuitable heat sources.

There is also potential risk when migrants who are used to apartment living in their country of origin (e.g. many migrants from Asian countries), shift to the types of housing typically available in New Zealand. These migrants can come to New Zealand comparatively unaware of fire risk because their previous housing was constructed from less flammable materials and because it was unlikely that they needed to take any individual responsibility for fire safety in their apartment. That was either the collective responsibility of tenants or, more frequently, the responsibility of the building owner or manager. Any strategies to encourage them to take more individual responsibility for their fire safety in New Zealand, therefore, may seem a foreign concept.

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[4] One Somali family's experience in Christchurch is not unusual. They have applied for 60 different rental properties and had been unsuccessful to date during this research process. At the time of the research, they were still hunting for accommodation.

Even differences between previous and current security measures can potentially increase fire risk. One Malaysian migrant described the tension between providing his family security from crime and also providing safe egress in the event of a fire. All doors and windows are locked in his Auckland family home. In Malaysia, however, doors and windows in the family home were not locked. Instead, the locked and substantial perimeter fence provided security from crime. He and others suggested that, for various reasons, new migrants (particularly refugees) are likely to be more security conscious than conscious of fire risk. So, safe egress in the event of a fire may, at best, be overlooked and, at worst, be compromised.

4.3   Household arrangements

How new settlers live in their homes can also exacerbate their fire risk. Overcrowded accommodation is common, with more than one family sharing a house or single families (e.g., large or extended families) having to live in homes that are too small. These living arrangements may be culturally-based, driven by financial imperatives or, as in Christchurch and Auckland, the outcome of acute shortages in housing supply. People caution that the risk of fire events increases in large households with people sleeping in living areas (e.g., near heating sources), a greater use of appliances and power, more cooking by more people over longer periods, and a lack of adequate facilities for drying clothes (thereby encouraging unsafe drying practices). They also caution that there is a greater risk of injury or death in the event of a fire because a coordinated emergency response is more difficult – there are more people to get out and it is harder to check that all are safe.

Family composition and family roles also potentially affect fire safety amongst new migrants. For instance, some refugee support providers note the vulnerability of female-led families when the women do not have experience with running a household in New Zealand (and maybe in their country of origin), lack education, skills and confidence to solve problems, and/or do not have a family or community support network.

Migrant support services also note the vulnerability of older migrants, especially older Chinese and Korean women coming to join their children in New Zealand. These women are socially isolated and lack English language skills as well as facing the problems of older people in general including physical frailty, cognitive deterioration, feeling the cold (and, therefore, a tendency to sit too close to heating sources) and a reluctance to call for help. These women are often on their own for extended periods of time (if their children travel overseas for work for extended periods of time) which adds to their vulnerability as they also lack the knowledge, language skills, and confidence necessary to seek help if a fire should occur. They are also unlikely to feel comfortable with a visit from the fire services to check on their smoke alarms and other fire prevention mechanisms.

The vulnerability of these older migrants may also increase the vulnerability of any young children in their care. Often these older family members have major responsibility for their grandchildren during working hours and when their children are out of the country. Some support organisations report that the grandparents come to New Zealand specifically to look after their grandchildren. However, they are ill-equipped to ensure their own or their grandchildren's fire safety in their new and foreign surroundings.

The requirement for children to take on family responsibilities may also increase fire risk in larger new migrant families. Service providers report that it is not unusual for older siblings to be given responsibility for the care of younger children, as they traditionally would have in their countries of origin. But the context for childcare is different in New Zealand, where there are potentially increased fire risks, exacerbated by parents' lack of awareness of these risks.

4.4   Heating needs and sources and other uses of open flames

Often those new migrants with significant language and cultural differences also came from hotter countries. They are likely to be unfamiliar with Zealand household heating sources such as open fires, log burners, heat pumps and electric and gas heaters. Indeed, they may be unfamiliar with the need to heat houses at all. Even if they came from colder countries, their previous apartment-based, and centrally-heated, accommodation (particularly in China and Korea) may mean they have never managed and operated a heating system. Their unfamiliarity with heating systems may further contribute to their fire risk, especially for those living in colder areas of the country or in cold, draughty and poorly insulated homes.

A number of agencies providing assistance to new migrants, especially in Christchurch and in Southland (where the weather is colder, the houses older and fires more prevalent) note the risks for migrants associated with reliance on log burners and/or open fires to heat their homes. In Southland, the concern is for rural Filipino dairy workers rather than for the significant number of international students. The latter tend to live in apartments or apartment-like accommodation (e.g., converted hotels) where central heating systems mean residents do not have any operating responsibilities. Conversely, in many of the more isolated rural settings, workers and their families are using fires and log burners but do not have the necessary fire skills and knowledge (e.g., how to bank a fire, dispose of ashes safely, clean chimneys regularly). Similarly, they are likely to be unfamiliar with safe use of electric blankets, heaters (especially bar heaters), driers and drying racks (e.g., may not be aware of the one-metre rule). It also seems that many of their employers (that is, dairy farm owners and/or managers) overlook the need to ensure their migrant employees and their families understand how to safely use these heating sources and appliances (or hope someone else will take the responsibility).

Open flames may also be used in the domestic sphere with insufficient knowledge of safety steps. As noted previously, burners, incense and candles are used regularly amongst some groups as part of cultural and religious ceremonies, and people may also use candles for lighting to save money. Service providers talk of their concerns, for instance, when Ethiopian groups set up burners in the middle of their living-rooms (on timber floors, amongst cushions) to make coffee.

Some research participants also raised concerns about the use of fireworks, especially by families, students and other young people. These groups tend to have no experience of using them or appreciating the need to ensure safe use. As the commentators note, in many migrants' countries of origin fireworks are not available for personal use and are seen only in public displays. Their availability in New Zealand is a novelty difficult to resist. Stories of unsafe use are often focused on personal safety (e.g., young people holding Katherine wheels and standing too close to rockets) but also tell of young people being unaware of the danger from setting them off in dense vegetation or too close to buildings.

4.5   Fire prevention practices and responses

New migrants' experiences prior to their arrival in New Zealand, coupled with any current communication difficulties, shape their attitudes to fire risk, the way that they both respond to and engage with emergency services, and their response to fire events.

There are a number of explanations for new migrants' lack of appreciation of the importance of fire prevention, lack of knowledge about how to respond to a fire event appropriately, and reluctance to engage with emergency services. It may be that fire safety is not such a priority in their minds because domestic fire risk is low in their countries of origin (for instance, because the building materials used are less flammable). It may also be that people's safety was less of an imperative in their former environments. Fire safety may also be a lower priority when they first arrive in New Zealand. Instead they are putting all their energies into becoming established in the community, finding accommodation and jobs, settling their children in schools, and learning or improving their English language skills.

One consequence of this lack of appreciation of fire risk amongst new migrants is their apparent apathy when it comes to installing smoke alarms or ensuring any existing alarms are in working order. Several explanations for the lack of working smoke alarms were offered by research participants, in addition to new migrants' lack of appreciation of fire risk. One is the discretionary nature of smoke alarm installation in the New Zealand domestic sphere. Many of those coming from more authoritarian regimes, for instance, assume that anything that is not compulsory is not of value. Migrants (especially Chinese) would, settlement assistance providers argued, take the need for smoke alarms more seriously if there were regulations requiring their installation. The disabling of existing alarms is also problematic for much the same reasons as in the population as a whole (especially the annoying chirping sound as batteries go flat).

Agencies working with new migrants report their wariness of false fire alarms either because they do not want to be a nuisance or because they fear the consequences. This fear may encourage them to remove the batteries from their smoke alarms or cover the alarm with a plastic bowl, especially as there is a risk of more false alarms when people cook with oil, cook in their hostel bedrooms, use candles, burners and incense (in relation to traditional ceremonies), or have poorly managed fires (for instance in Southland). In addition, some people have misconceptions about the consequences of false alarms when the alarms are monitored (e.g., fines, cost recovery, censure). For instance, in one Auckland apartment, the Korean tenants had disabled the alarm to avoid the consequences of any unnecessary call-out. Support services also note the tendency of some new migrant groups to answer in the affirmative when fire services and others ask whether they have working smoke alarms when they do not. Several reasons are offered for this – some cultures are more likely than others to provide the answer they think the questioner wants ('yes'), some may be embarrassed to admit they do not, and some may not understand the question and provide an answer that will discourage other questioning.

New migrants' guardedness about interacting with emergency services in general is also noted by all settlement service providers. This reluctance is largely attributed to their past experiences with authorities in their countries of origin, for instance where they have seen or been the victims of corruption in the police force and the armed forces. Many new settlers, especially refugees, have had good reason to fear these authorities. As a consequence, when they arrive in New Zealand they

are likely to distrust and avoid any uniformed people. Both the Police and some fire services personnel are very aware of new settlers' (especially refugees) well-grounded fears and put considerable effort into overcoming them by visiting new settler and refugee services (e.g., the Mangere Refugee Centre, various language centres). Some of these refugees are also suspicious that the smoke alarm may be 'spying on them' - that they provide a way for the government to watch them. Therefore, they are reluctant to have them installed and working. Settlement assistance providers point out that reversing a lifetime fear of uniformed services and officials is likely to be difficult and require on-going effort on the part of fire services and others.

Experience shows that the credibility of information received is closely associated with the trust the intended recipients have in the messenger. New migrants' wariness of authorities may mean they are less likely to seek advice, for instance in installing alarms in their homes, or responding to any fire service outreach activities to install smoke alarms or provide other assistance. New migrants' reluctance to call emergency services is potentially compounded by a number of further factors. First, given their unfamiliarity with fire services per se (often there are no comparable services in their countries of origin) they might not realise there is a service to call. That is, they are not familiar with the triple one service[5]. Second, language difficulties make calling fire services fraught and these language problems are likely to be accentuated in a time of crisis. Third, they may be fearful of costs or consequences associated with any call to emergency services – those costs including monetary expenses in the way of fines or cost recovery. Fourth, some new migrants are scared of disturbing the fire service; they see it as a weakness, and are frightened they could be 'sent back' if they call. Finally, they may not know or understand the recommended response to a fire in New Zealand, including 'get out and stay out'.

In relation to the fourth point above, one Chinese new settler explained that, in mainland China, it was expected that people would try to extinguish a fire before calling for assistance. To not do this could result in negative consequences such as a formal blaming, loss of face or a fine. She concluded there was not a safety culture, and sometimes property was valued more highly than people. She also considered that some people tended to be more fatalistic about fire and its consequences. She believed that if a new migrant's understanding of an appropriate response to a fire in New Zealand is not well established (that is, to get out and stay out) they are likely to revert back to messages from their home country. One sad story from Southland bears out the tendency to not appreciate the need to stay out. A new migrant re-entered a burning house to retrieve his passport, not appreciating how quickly the fire would take hold. People's tendency to save assets rather than 'get out and stay out' seems even more of an imperative if they do not have insurance. Anecdotal evidence suggests that insurance take-up is lower amongst new migrant families and businesses.

New settlers may also lack knowledge about basic aspects of fire safety, including: lack of appreciation of the risk of fire; how to extinguish different types of fires before they get out of hand and require external assistance (e.g., putting a lid over oil that has caught alight); the need for smoke alarms, especially as they are not compulsory, how and where to install them (if they have the tools to do so), how to maintain them and what the beeping means; how to use a fire extinguisher; and safety features in the home, especially relating to electricity (e.g. circuit breakers, safety switches).

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[5]Interestingly, a single access point to emergency services may also be a foreign concept. New migrant groups involved in the research talked about the need to call different numbers for different services in their countries of origin.

For young international students, greater fire risk can be attributed to their new freedom from parental care. Before coming to New Zealand, these young people may not have needed to think about personal safety as parents took that responsibility. Like many young people, they may also be blasé about personal safety given their sense of being 'bullet-proof'. However, that tendency coupled with a new access to alcohol and a celebration of independence and freedom from authoritarian parents and the wider social context has the potential to be a lethal combination. While these risks are common to many young people away from home for the first time, people responsible for the pastoral care of international students suggested that, in some cases, their risk exposure could be greater because their parental and social control at home was more extreme.

There are also a number of social barriers that increase migrants' fire risk and make it difficult for agencies and migrant groups to share information and communicate. These social barriers may result from experiences in their countries of origin, experiences settling into their new social environment, and factors limiting their social interaction. These can include: feelings of isolation in the community and the sense of being an outsider; physical isolation through a lack of transport (i.e. to attend a workshop or meeting, etc.); cultural differences which make it difficult to talk with women in some communities; and language and communication difficulties that can make people fearful of speaking English. The following section looks at how some of these social barriers can be addressed by fire services in order to communicate effectively with at-risk migrant groups.

5.   GOOD PRACTICE FOR COMMUNICATING MESSAGES TO AT-RISK MIGRANTS

Although new migrants are a diverse and complex group, there are general characteristics that can be taken into account when developing good practice for fire services to communicate with these at-risk groups (CCR, 1998). The 'good practice' principles outlined below are informed by international literature, and by interviews and focus groups and workshops with key organisations in the three case study areas (listed in Appendix 1). They address: the need for migrants to trust fire services to ensure effective engagement processes; the value of fire services collaborating with the wide range of organisations and groups working in and with migrant communities; the need to align with the newcomer settlement continuum; the importance of aligning fire safety messages with migrants' other priorities; the value of using a mix of information and communication approaches; the need to identify, profile and target communities; and finally, the value of training for both staff and new migrants.

5.1   Using trusted people

Research suggests that, for a given question or problem, people's first preference is to locate a trusted person or use their own networks to find answers or solutions (Fisher et al 2004; Caidi, 2008). Similarly, according to Herrick and Morrison (2010, 32), 'the credibility of information received is closely associated with the reputation or status of the person providing the information'. Paton (2007) agrees, and emphasises that people are more likely to act on such information if they trust the provider.

When migrants first arrive in a new country, according to Urbis Keys Young (2002, i), 'family and friends remain an important and trusted source of information and assistance'. This is not surprising given these new settlers' unfamiliarity with and, therefore, lack of trust in other potential information providers. If fire services want to ensure their messages both reach at-risk target groups and are acted on, they need to build their credibility with these groups. It cannot be stressed too much that trust is key to effective communication.

As discussed in Section 3, there are a number of potential barriers to new migrants' trusting of fire services. Many are suspicious of, or mistrust, authorities in general, or do not feel comfortable approaching them due to communication difficulties or fear they will be a nuisance or will attract negative consequences (costs, sanctions, etc). Although these barriers reflect migrants' past experiences rather than any characteristics and actions of the fire services themselves, they need to be addressed. Fortunately, there are demonstratively successful ways to build new migrants' trust in fire services, especially through recruiting people from within the different ethnic communities to act as informants, advocates, liaison personnel or educators.

A *trusted person* approach involves disseminating messages through friends, families and trusted communities leaders and groups (which can play a similar role to family members). Hurworth (2009, 7) notes that migrants groups 'prefer information to be delivered by word of mouth through credible non-English speaking community leaders and organisations'.

The appointment of *migrant community advocates* or similar roles helps both in the sharing of safety messages with at-risk migrant groups and building relationships between them and fire services. As

discussed in the examples below, this approach has been used successfully in both the United Kingdom and Australia.

When undertaking the Fire Safety Checks programme in Merseyside (United Kingdom) the Fire Service realised that some migrant communities were being excluded from the programme (which involves every home being visited by a fire-fighter who assesses the risk of fire, fits free smoke alarms, and agrees to a fire plan with the homeowner). The Fire Service, therefore, recruited advocates from the Chinese, Arabic and Somali communities (as it had been particularly hard to engage these communities in fire prevention) to work actively within the communities (McGuirk, undated).

As part of the Safety Volunteer Programme in New South Wales (Australia), Chinese, Sudanese, Vietnamese and Arabic-speaking volunteers were appointed to pass on fire safety messages to their communities. The volunteers were using their language skills and cultural knowledge to spread the word about fire safety and help fire-fighters reach people who were most at risk. As part of their training, the five volunteers spend a day with fire-fighters getting hands-on fire safety training (NSWFB, 2007).

Research with young migrants in Australia found that 'all participants felt that emergency management organisations would benefit from involving people from diverse cultural backgrounds' (AEMI, 2011, 4). The key reasons included proficiency in languages other than English and the fact that 'refugee and migrant communities would be more likely to pay attention to information if it was delivered by people who 'resemble' them' (AEMI, 2011).

However, it is important to recognise that not all ethnic communities have the capacity to take on these types of advocacy and liaison roles and to provide information and assistance to new arrivals. Research has found that, while some communities have people ready to perform this function, other communities have reached 'capacity' (for example due to increased influxes of new migrants). Such growth can place significant strain on these communities and community leaders and limit their ability to take on additional tasks (Urbis Keys Young, 2002).

In New Zealand there are a number of established avenues that could be explored for introducing such initiatives. One is through language schools many of which have tutors who provide one-on-one tutoring in migrants' homes. These tutors are both trusted by their clients and have the opportunity to impart fire safety messages in migrants' homes. Interviews as part of this current research found that language schools in Auckland, Christchurch and Invercargill are very keen to assist in the dissemination of fire safety messages both through these one-on-one situations and in group situations where particular migrant groups come together on a regular basis for language lessons. These lessons are often based around information-sharing in areas of interest to the migrants. For instance, the language schools bring in health professionals, the Police, housing services and others to talk to the learners. Other migrant assistance providers are similarly keen to disseminate safety messages either through enabling presentations or visits by fire services or though distribution of messages by the variety of media outlets such as newsletters, newspapers, email lists, letter drops and brochures. Many of these distribution opportunities would be free of cost.

5.2   Collaboration with key agencies

Overseas experience shows the value of collaboration with others who liaise with migrant communities. Together, fire services and these government and non-government organisations can communicate more effectively with new migrant groups as these organisations (including other fire services) act as a 'community access point' (DFC, 2007, 14). In Australia, for example, a study of Sudanese refugees concluded that settlement support groups and services are an ideal vehicle for conveying fire safety messages to the community (Glasgow, 2006). Groups that already have 'roots in the community' (CCR, 1998, 4) are more likely to be trusted and can therefore act as a conduit for sharing information with migrants.

The Summer Fire Safe Program in Victoria (Australia), shows how fire services can work in partnership with a settlement group. This programme was delivered by the County Fire Authority and the Wimmera Settlement programme and aims to pass on valuable information about fire safety. Sessions were held at the fire station with information on potential fire hazards, fire prevention, and what to do in the event of a fire. Children were given a tour of the fire truck, activity booklets and fridge magnets (Grevis-James, 2011).

In another example from Australia, the Rockhampton Regional Council and the Queensland Fire and Rescue Service coordinated a Fire Safety session for refugees and migrants who had recently moved to the Rockhampton area. Key outcomes of the project included that: participants increased their general awareness and capacity to protect themselves; social engagement and face-to-face contact built strong relationships between the communities and fire services; and different agencies worked together well to run training for the community (LGAQ, 2012).

In the *Flames for Adult Migrants* partnership between the Fire Service and the Adult Multicultural Education Services in Victoria (Australia) adult migrant students were taught English skills through the study of fire safety and fire safe behaviours (MFB, undated).

In the USA, the National Fire Protection Association showed the value of working with other emergency services to share messages and recommended working with police groups and other community service agencies providing information and education to migrant groups (NFPA, 2013). Also in the USA, in Twin Cities, the Fire Service held a Multicultural Safety Fair at their fire station which provided 'hands-on' information on an array of topics, from alarms to bike helmets to weather emergencies to child car seats to water safety. Interpreters for several languages, including Russian, Arabic and Spanish, attended (Shah, 2013).

Similar opportunities exist in New Zealand and could better ensure broad reach into at-risk migrant communities. New Zealand fire services could usefully take advantage of the outreach initiatives of a wide range of government and non-government agencies and organisations that are also working with these groups. This research has shown the willingness (even eagerness) of a number of agencies and organisations to work with fire services in their common goal to increase the well-being of at-risk new migrant groups. These agencies and organisations could include formal service delivery agencies (e.g. health, education, social services, Plunket, settlement support groups, Office of Ethnic Affairs) and non-governmental organisations (e.g. churches and faith-based groups, Red Cross, Salvation Army, community groups, ethnic organisations, sports groups, newspapers). Because such organisations already have an important role in migrants' lives (they are often used by
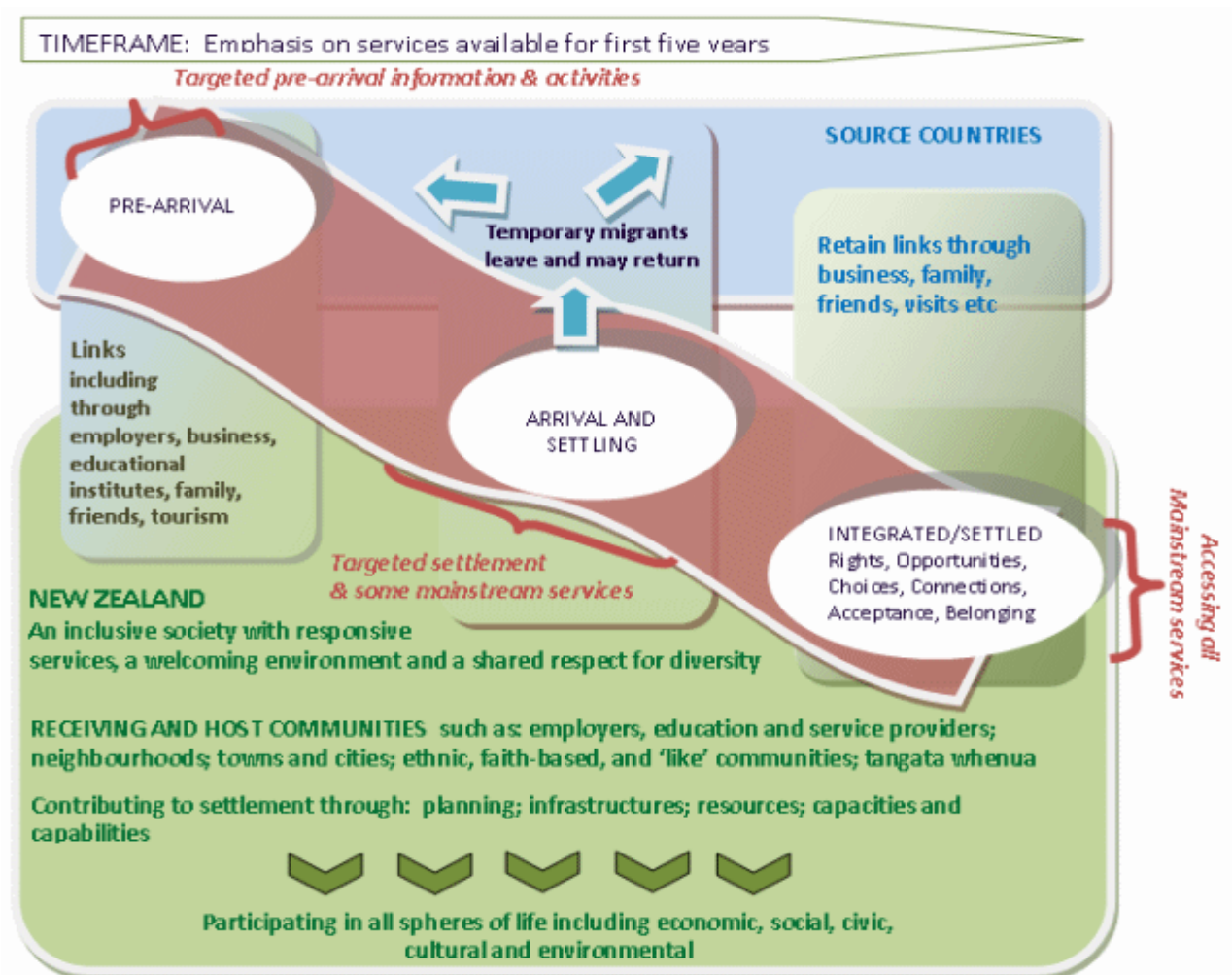
migrants for information on everyday life) they can help to open doors for fire services to gain access to particular communities. They can also act as a conduit or trusted voice for sharing messages with the target community.

For new migrants here as temporary workers (in the horticultural or dairy industry for example), it may be harder to access the groups through many of these community networks. The workers are often on isolated rural properties and may not engage with the surrounding community. Employers and pastoral care workers who help these groups in their transition to life in New Zealand would instead be the most appropriate groups to work with. Options could include community workers or settlement services in rural areas (see Appendix 1 for examples of organisations).

5.3   Aligning with the newcomer settlement continuum

As outlined previously, the settlement process for migrants is as varied as migrant groups are diverse. That some groups take longer to settle is reflected in the targeting of settlement services. In New Zealand, for instance, migrants and refugees from Asia, South America and Africa receive more assistance settling in New Zealand than others, such as European migrants (NZIS, 2002). The *Newcomer Settlement Continuum* is a New Zealand model that provides some understanding of the settlement process. As the Department of Labour (2007, 7) outline, it 'is used to describe the time and events between when migrants leave their country of origin until they feel welcomed and well settled'. That model and other research reminds us that 'settlement is not a single event, but rather a process that takes place over time' (IMSED Research, 2009; Herrick and Morrison, 2010, 5).

Figure 1: Newcomer Settlement Continuum

TIMEFRAME: Emphasis on services available for first five years

Targeted pre-arrival information & activities

PRE-ARRIVAL

SOURCE COUNTRIES

Temporary migrants leave and may return

Retain links through business, family, friends, visits etc

Links including through employers, business, educational institutes, family, friends, tourism

ARRIVAL AND SETTLING

Targeted settlement & some mainstream services

INTEGRATED/SETTLED Rights, Opportunities, Choices, Connections, Acceptance, Belonging

Accessing all Mainstream services

NEW ZEALAND
An inclusive society with responsive services, a welcoming environment and a shared respect for diversity

RECEIVING AND HOST COMMUNITIES such as: employers, education and service providers; neighbourhoods; towns and cities; ethnic, faith-based, and 'like' communities; tangata whenua

Contributing to settlement through: planning; infrastructures; resources; capacities and capabilities

Participating in all spheres of life including economic, social, civic, cultural and environmental

Source: IMSED Research (2008)

An added complexity is that new migrants tend to have different information needs at different stages of the settlement process. It is therefore important to keep two things in mind when planning communication processes: different groups are going through the settlement process at different rates (and therefore may be receptive to information at different times); and they need different types of information at different stages of that settlement process. This research, for instance, shows that fire safety tends to be a lower priority when migrants first arrive in the country (even though they may be at more risk as they familiarise themselves with their new domestic and work environments). Instead, they are concerned with what they see as more immediate concerns such as finding appropriate housing, settling children into schools and settling into work or searching for employment. However, they might be easier to reach at the early stages of settlement – for instance for refugees when they are in the Mangere Refugee Centre[6] and for other new migrants when they receive assistance during the first two years of their settlement.

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[6] When the New Zealand Fire Service, the New Zealand Police and other service providers take the opportunity to introduce themselves to new arrivals and begin the process of building trust.

Both international and New Zealand research and experience show the need to target messages and communication to the appropriate stage where particular migrant groups are most open and receptive to receiving fire safety information. As service providers in New Zealand report, when migrants first arrive in any country, settlement has to focus on 'survival needs' such as food, clothing and shelter, and language needs. As they move along the settlement continuum they learn about accessing services, cultural and lifestyle differences, and start to get assistance from mainstream rather than targeted services (Herrick and Morrison, 2010).

From the experiences outlined above, some generalisations can be made about when to intervene in the settlement process with fire safety messages. This is despite the multi-dimensional nature of the process and the fact that individual migrants have unique experiences and needs. We know that new migrants are making the basic adjustments to life in a new country for a period of time after they first arrive. While they are finding their way around, it may be difficult for them to take in a lot of new messages and ideas (CCR, 1998) even though that may be the easiest time for fire services to make contact with them. Settlement services in New Zealand (e.g., the Mangere Refugee Centre) have similar experiences to that outlined in Australian research. In Australia, research focusing on Sudanese refugees found that when they first arrive, refugees are often inundated with vast amounts of information relating to their new country and it is often difficult for them to absorb all that information. At that early stage, these refugees wanted: (i) communication of fire safety messages within a couple of days of arrival; and (ii) reinforcement/refreshment of safety messages a few months after arrival as it was often easy to forget all the information they received when they first arrived (Glasgow, 2006).

In New Zealand, migrant service providers reported that refugee needs are similar. When they first arrive at the Mangere Refugee Centre, for instance, introductions to the New Zealand Fire Service (along with the Police, etc) begin the process of familiarisation and trust-building with these services. However, any lessons on fire safety are likely to be lost on them until they are settled in a home of their own (despite having a model home in the Centre to introduce them to basic New Zealand domestic appliances, etc). The amount of information is overwhelming and they tend to sift out that which is not immediately applicable. For instance, they may be receiving information about work, household operations, gardening, house maintenance, education, and so on. Thus, follow-up is crucial both so that the new migrants can put advice into action and because follow-up also strengthens relationships between these groups and the fire services, thus building trust.

5.4   Aligning with priority needs

The *Newcomer Settlement Continuum* (discussed above) illustrates the diversity of settlement experiences and, therefore, the importance of appropriate *timing* to share fire safety messages. Consideration of appropriate timing also involves appreciation of migrants' own prioritising of their needs. As already discussed, the immediate and high priority settlement needs for new migrants are likely to include learning English, employment, fitting in with the community and housing. Fire safety is likely to be of lower priority. However, there are opportunities to align fire safety messages with initiatives that assist migrants meeting these perceived immediate needs. Such alignment increases the likelihood that fire safety messages will capture their attention.

Learning English is, overwhelmingly, one of the top immediate priorities for this target group (new migrants with little or no English language skills and unfamiliarity with New Zealand culture and fire safety practices). As Fletcher (1999, 10) notes:

> Proficiency in the host country language is of over-riding importance. The ability to converse, read and write in English (in New Zealand's case) makes all aspects of the settlement process quicker and easier.

Research has found that English language classes play a key information role for migrants. As students get familiar with their tutor, these people become a trusted source of information to help with any issues or questions that may arise and provide information about everyday life and services available (Urbis Keys Young, 2002). In Australia, Sudanese refugees (Glasgow, 2006) indicated that their preferred way to receive information about fire safety was through English language classes. In Merseyside (United Kingdom), the Fire Service takes advantage of the opportunities that language classes provide by supplying a room for English language classes for new migrants. This helps build relationships, networks, familiarity and trust with new migrants (McGuirk, undated).

The incorporation of fire safety messages into English language classes, therefore, provides precious opportunity for reaching many at-risk migrant groups. The eagerness with which English language providers in Auckland, Christchurch and Invercargill offered to assist in getting fire safety messages to new migrants (as part of the discussion for this research) is promising and provides a strong foundation for establishing, in New Zealand, the sorts of initiatives tried in areas of Australia and the United Kingdom.

Migrants place a high priority on finding employment; it is generally seen as an immediate need and a key factor in helping them feel settled. There are opportunities for fire services to work with new migrant communities for their mutual benefit – finding ways to improve fire safety for the fire service and increasing their employability for migrants. Research with new migrants in Australia (Urbis Keys Young, 2002) found that a key barrier to their obtaining a job was a lack of work experience in Australia. Volunteering can be used to the mutual benefit of new migrants and the fire services. Volunteering has been shown to be an effective way to develop migrants' skills and employability at the same time as enabling the fire services to develop connections and networks with migrant communities. In Merseyside (United Kingdom) the Fire Service went about building relationships with the migrant community and encouraging community connections through providing volunteering opportunities, and providing computers that migrants could use to look for jobs (McGuirk, undated).

Volunteering has the potential to benefit both new migrants and the organisations in which they volunteer. For instance, in Australia, volunteering has been shown to contribute to young migrants' disaster resilience. Research found that emergency management organisations are in a good position to work with young people from refugee and migrant backgrounds through providing them with 'volunteering opportunities that are interesting, accessible and can develop their skills' (AEMI, 2011, 4) and their employability in general. Conversely, migrant volunteers can bring new perspectives and opportunities to fire services. Researchers report benefits including raising the cultural awareness of staff; and strengthening their relationships with the local community (Hurworth, 2009).

There could be similar opportunities through encouraging migrant volunteering in New Zealand fire services. Migrant support services frequently noted the opportunity for fire services to build stronger relationships with new migrant communities and, therefore, build their credibility and community trust. As fire services become more trusted, their role as messengers improves (and migrants' suspicions and fears recede). Recruitment of volunteers amongst migrant communities as fire fighters and, potentially, ethnic liaison officers, advocates and educators has the potential to provide New Zealand fire services with the sorts of benefits described in Australia and the United Kingdom. However, such a recruitment drive would not be without difficulties as migrants' view of volunteering may be different from the wider community. Formal volunteering, such as that used to provide fire fighting services, is a foreign concept for many. Their voluntary work (or social commitments) is more likely to be focused on their extended family or on helping people within or close to their neighbourhood. However, as migrants move through the *Newcomer Settlement Continuum* they are likely to become more interested in volunteering. When they first arrive in the country, other priorities are likely to take precedence as they settle into New Zealand life. As they become more established, though, they are likely to be more motivated to volunteer as fire-fighters, especially if the need for their contribution and the resulting tangible benefits are explained (e.g., through community groups, churches, sports clubs, language schools, etc). Benefits include the potential value of the work experience for getting into the paid workforce, some sort of competency certificate after training is completed for use in the job market, strengthening of community links, and explicit recognition of their contribution to their communities.

However, when considering opportunities for volunteering, it is important to be careful with the language that is used. The notion of 'volunteering' is not relevant to all groups and instead it is better to highlight the opportunity to contribute to the development of skills that may lead to employment (Myriad Consultations, 2007).

Also, as new migrants move further along the *Newcomer Settlement Continuum*, increasing their networks in the community becomes a key priority. Communication initiatives that can help migrants to make connections in the broader community and with other migrants are valuable (Urbis Keys Young, 2002). In a bid to provide these opportunities, the Merseyside Fire Service (United Kingdom) turned the fire station into a community resource for migrant communities. It provided: a social space where they could develop connections and interact with the local communities; fitness and health sessions (using the fire station gyms); English lessons in its training rooms; IT sessions and use of its computers; and opportunities for volunteering to improve their interaction with the local community (McGuirk, undated).

The experience of one New Zealand Fire Service station in New Zealand points to the work needed to underpin such initiatives and ensure their success. This station provides a room for community use but reports that it is hardly ever used. Another fire station also tried this approach successfully, but it stopped working when the one key staff member driving the initiative left the fire service. Overseas experience suggests there are important benefits from persisting with such initiatives but that effort might need to be put into promoting the facilities, encouraging their use and making migrant communities feel welcome.

5.5   Using diverse information sharing approaches

International research shows that an effective fire safety education plan should usefully include both active and passive communication elements – that is, actively presented visual material and videos, demonstrations, and interactive sessions as well as written and visual information that recipients can take away. The research does suggest, however, that active information sharing tends to have better results overall compared with passive methods. The cost-effectiveness of the latter, however, sometimes becomes the most important consideration when selecting approaches. As Argueta et al, (2009, 2) state:

> Active education usually takes the form of demonstrations or seminars and has proven to be an effective means of ensuring the retention of information. However, it can be expensive and time consuming. Passive education, which can be conveyed in pamphlets and brochures, is sometimes less effective in delivering a powerful message, but more efficient for mass distribution.

Research with Sudanese refugees (Glasgow, 2006) also concludes that a mixture of passive and active communication is useful, including face-to-face demonstrations, visual resources (e.g. DVD, video), brochures/pamphlets and an emergency card.

Much of the literature advocates active communication where migrants and the fire service meet face-to-face to share information. They see such events as more personalised and an aid to relationship-building. Also the visual elements are effective. As AEMI (2011, 5) state:

> Outreach is the most effective way for fire services to provide information, recruit volunteers, and run training. This includes visiting English language centres, schools, attending community events, approaching churches and mosques, and organising community functions in areas of high refugee settlement.

The message that face-to-face events work best is reinforced through a number of research projects focusing on fire safety strategies in a number of jurisdictions. At the Fire Service's Multicultural Safety Fair in Twin Cities (USA), a panel of nine migrants from different countries shared their views. They advocated events where migrants and agencies can talk with one another and questioned brochures or pamphlets which, they stressed, people did not learn from (Shah, 2013).

In another slightly different approach the Broadmeadows Fire Station (Victoria, Australia) fire-fighters identified specific community needs and addressed them through developing strategies that resulted in greater trust and enhanced communication with local ethnic groups. These include learning the Turkish language and culture; forming partnerships with the local Migrant Resource Centre, local Islamic schools and Turkish media; and providing information sessions to Turkish elderly groups (AEMI, 2001).

Hurworth (2009, 6-9), referring to Australian examples, concluded that meeting communities face-to-face is seen as more trustworthy, and that their willingness to interact with groups helps to establish credibility within communities and enhances their ability to communicate information. One example is the Tasmanian Fire Service, which is running face-to-face sessions with migrant groups on how to cook safely in houses and the benefits of maintaining smoke alarms (TFS, 2012).

It is important to remember, however, that building relationships, trust and knowledge takes time and is a long-term commitment, and therefore one-off engagement events are not sufficient to develop this trust (AEMI, 2011).

In New Zealand a two-pronged approach to information sharing with new migrants is also recommended by those who work with these groups on a regular basis. While they stressed the value of visual presentations and demonstrations, because they capture people's attention and overcome language barriers, these commentators also noted the need for follow-up material. They referred to the power of the 'burning oil and water' demonstration, especially relevant for new arrivals not used to the intense heat of New Zealand oven tops (as described in Section 4.1) and the value of fire engine visits to break down any ongoing trepidation about fire services (especially amongst children).

But they also noted that new migrants like to be able to take information away. They like to have information available, preferably in their own language or in pictorial form, to take home and refer to at a later time. New migrants tend to be overwhelmed by information when they first arrive in New Zealand. By having information to take away, new settlers can re-familiarise themselves with fire safety information when they feel they have addressed other more pressing priorities.

To maximise the benefits of face-to-face engagement with new migrants there are some important rules of thumb. As Urbis Keys Young (2002, 18) point out, it is important to use migrants' own language where possible, which may necessitate the use of an interpreter and/or the involvement of staff and volunteers from these migrant' background. As discussed in Sections 5.1 and 5.7, when the value of recruiting new migrants as both paid staff and volunteers is recognised, such a rule of thumb can be more easily operationalised. It is also important to create environments where women feel comfortable, including the provision of childcare where appropriate. Migrant services in New Zealand stress the importance of women-friendly events, particularly for Muslim women. In some cases, a safe environment may be achieved through using female presenters and in others, male presenters may be acceptable if there is a group of women and they have been forewarned or have been consulted. Other considerations could include ensuring events are held in places that people can get to easily or where transport is provided. The organisers need to consider the needs and experiences of their target groups to maximise both attendance and what these groups will take home. Those needs and experiences will depend of things such as their age, language skills, education, sex, marriage status, singles, parental responsibilities and so on (CCR, 1998).

There are financial and other resource imperatives that point to the value of passive education initiatives. Active education initiatives can be time consuming and expensive (e.g., costs of interpreters, travel, etc.). Further, there is demonstrable value from providing 'take away' information (e.g., brochures and cards) as a follow up to more active events. To reduce the costs of such material, and to make them applicable to migrants with poor literacy skill[7], they can be non-language based brochures, thus saving translation costs (DFC, 2007). The Tasmanian Fire Service, for example, worked in partnership with the local Migrant Resource Centre to produce a non-language

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[7] Urbis Keys Young (2002) point out that many migrants who have reasonable spoken English skills may not have written English skills. Service providers in New Zealand remind us that many new migrants, particularly refugees with little formal education, may lack core literacy competencies in their own language as well.

based brochure using pictures and symbols that could be distributed to all migrant groups (TFS, 2012).

Information sharing, whether through face-to-face events or distribution of 'take away' material, is best done through the existing meeting points, events, service providers and networks that particular groups of migrants frequent and trust. In New Zealand, there are many suggested distribution points. Examples include distributing to Chinese migrants through Chinese cultural resource centres, and Chinese newspapers or newsletters, radio, television channels and websites. Similarly, there are specific channels for Indians, Koreans, Japanese and any number of other migrant groups. There are also a wide range of potential distribution hubs that provide access to new migrants in general including migrant and settlement service centres, English language schools and immigration and employment services. For isolated temporary rural workers (who may not have a presence in the community), the best avenues for sharing information are through the employers, individuals who provide pastoral care and the managers of their accommodation.

Opportunities for information sharing in New Zealand mirror those described in international literature. For instance, Herrick and Morrison (2010) emphasize the importance of places where migrants meet or conduct activities in the course of their everyday life – where they meet and share information spontaneously, including libraries, churches, sports clubs and schools where there are high migrant numbers, and stalls outside shops that specialise in food or clothing products for specific ethnic groups. Ethnic radio and television are also important avenues to share information about fire safety and upcoming events. But community events (e.g., multicultural festivals) are not always appropriate for information sharing. People are primarily attending these to socialise and celebrate and may not be receptive to community safety messages (DFC, 2007). But these events may still be important as part of a wider plan of engagement, for instance for migrant communities to get to know and interact with fire services.

The target audience is also an important consideration in information sharing. As in the wider population (e.g., through the FireWise initiative), children of new migrants are often more receptive to fire safety messages than their parents. And, as with other safety-motivated strategies to change behaviour (e.g., smoking), children can be influential change agents. As Herrick and Morrison (2010, 36) note:

> The children of migrants are known to be important in information seeking by migrants, particularly where the migrant parents have host-language difficulties ... children become their family's primary information source about the new land ... However, the interpretation of information given to the parents is through the lens of the child, so is not necessarily the interpretation of a parent or adult. Reliance on children may inadvertently create longer-term issues for parents who do not learn the language and access information themselves.

It is, therefore, important that children-focused programmes are only one aspect of a broader programme that communicates with the wider family and community. Children-focused education programmes need to include homework and activities that involve discussing issues with parents in

order to ensure messages go outside of the classroom (Hurworth, 2009). This involvement of the broader family is a feature of the New Zealand Fire Service's *Firewise Kids* program[8].

Interventions that focus on children of migrants include the *Flames for English* fire safety education programme for secondary school-aged students newly arrived in Victoria, Australia (MFB, undated). In keeping with rules of thumb about effective engagement, including addressing other migrant priorities and using active and follow up passive information, this intervention teaches English, but through fire safety education. It delivers sessions containing hands-on activities and teaching staff continue to reinforce the messages with follow up activities. These follow-up activities are crucial for children to be effective agents of change.

5.6   Identifying, profiling and targeting communities

Given the expense of communicating and engaging with migrant communities, it is important to first identify and target the key at-risk groups each fire service needs to engagement with, and the most effective approaches and methods for engaging with that community. For example, the most effective approach to communicate with temporary, dairy or horticultural workers who live on isolated farms where they are employed, may be significantly different from refugee families who plan to settle in New Zealand long term. With temporary rural workers, who may also move from property to property each year, for example, it may be difficult for fire services to maintain information channels and any continuity of engagement with the actual workers and therefore it would be better to target the property managers and owners. On the other hand, when migrant families plan to settle, it will be possible to put in place a longer term plan to build relationships, trust and knowledge with the migrant groups.

With any at-risk migrant community, it will be important to identify the barriers to communication and how these will be addressed. Research, for example, indicates that, in some migrant communities, some women are housebound and difficult to reach. These women are likely to have low or non-existent English language skills and be wary of strangers. But they are the ones most likely to be doing the cooking, using household appliances and looking after children (and making sure they don't play with matches) and, possibly looking after older parents. According to DFC (2007, 11), in some cases:

> These women are likely to be isolated within a community as they don't generally speak English and are perceived to be aloof which creates barriers to integration. When an emergency arises therefore, they are not easily communicated with. In the event of an emergency these women would be unlikely to open the door to a stranger unless the person speaks her language and/or is trusted by her and her family.

It is therefore important that communication with new migrants is based on a detailed needs analysis for each specific group (including identifying key contacts and networks), to ensure it is culturally appropriate. Herrick and Morrison (2010) argue that migrants need to be involved in all levels of the design and planning of the engagement process. When assessing the cultural appropriateness of engagement and communication, it is important, for example, to consider where different groups congregate, the appropriate channels and median for the targeted groups, the

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[8] www.firewisekids.co.nz

content, format and methods of information sharing, the best language to communicate in, appropriate cultural protocols, and the literacy level of the target audience (Herrick and Morrison 2010; Hurworth, 2009).

It is also important to consider not only who the target community is, but the methods and approaches that are needed to engage different community members in discussions on fire safety. In relation to the example given above, English language classes can be a good way to connect with some women (Glasgow, 2006). Research has found that many women who arrive as spouse migrants can feel lonely and isolated as they often are very reliant on their husbands (who are working) for information. Coming to English language classes is one way for these women to make contact and reduce loneliness (Urbis Keys Young, 2002). However, it is not always this simple, as within some households, women may be socially, geographically and culturally isolated and therefore not visible at all in the community. They are, therefore, unable or reluctant to attend English language classes (Urbis Keys Young, 2002). It is therefore important to identify who, within certain communities, may be missed through various approaches and identify how any barriers can be addressed. Urbis Keys Young (2002) suggest that providing transport or childcare so migrants can attend English language classes, and providing homework assistance for migrant children and parents, are the types of initiatives that can help to overcome some barriers to engagement.

5.7 Training for staff and new migrants

In some countries (e.g. Australia, the United States and the United Kingdom), there is increased recognition of the need for fire service staff to receive training and more information about how to best work with new migrant communities (CCR, 1998; McGuirk, undated; Hurworth, 2009). In the United States, for example, there are formal training programmes in place to train fire service staff on how to best provide culturally appropriate services to migrant populations (NFPA, 2012).

To complement these formal approaches to training, opportunities are also made available for guidance to take place at a more informal and local level, particularly in collaboration with representatives of local migrant communities. Experience has shown that providing opportunities for information sharing between fire service professionals and migrants is an effective way for professionals to become more culturally competent and know about their local communities. These types of initiatives provide both opportunities for learning and, equally importantly, opportunities for relationship building and local network development.

There is also an increased focus, in some jurisdictions, on providing training to migrants as part of a push to diversify the cultural and ethnic composition of fire services. This focus on organisational change goes further than previous initiatives to provide volunteering opportunities for new migrants. These initiatives respond to the needs and requirements of migrants and help facilitate collaborative and effective relationships and partnerships with local communities. Such organisational diversity provides the best foundation for effective engagement with at-risk groups.

Support for similar initiatives in New Zealand is strong amongst many migrant service providers interviewed for this research. In their view, any initiatives that lead to both cultural awareness as a core competency within fire services and their increased cultural diversity amongst staff would also build stronger relationships between them and their increasingly diverse communities, especially in the cities. The credibility of these organisations and the extent to which they are trusted by migrant

communities underpins the strength of community relationships and, therefore, the effectiveness of communications.

6.   SUMMARY OF KEY FINDINGS

New migrants in New Zealand comprise a diverse group of people from many different countries, with different cultures, experiences and skills. They come as permanent migrants, refugees, international students and workers on temporary permits. In addition to differences in immigration status, these migrants also differ in age, gender, ethnicity, language and understanding and knowledge of New Zealand and New Zealand life styles. In addition, groups differ in how quickly and easily they settle into the New Zealand way of life, the settlement process being a longer and more fraught process for some groups than for others. Support agencies suggest that, typically, people take up to two years to settle, but some can take five or more years.

New migrants can face a wide range of risks as they settle, although they tend to give little attention to fire safety at first. Instead, they focus on other priorities such as finding suitable housing, finding employment and connecting with their migrant community, the local neighbourhood and the wider society. Those that recognise the fire risk that new arrivals potentially face mainly attribute these risks to significant language and cultural differences between migrants' countries of origin and New Zealand. Many of the risks relate to new migrants' lack of knowledge and understanding of how things are done in New Zealand, especially when there are significant differences between their previous domestic life and that they are adapting to here. This unfamiliarity is often exacerbated by their limited financial resources.

Areas of unfamiliarity identified in the literature and by settlement service providers and others in New Zealand include meal preparation, housing materials, heating needs and sources, and fire prevention practices and responses. Factors such as their domestic arrangements and housing condition may also contribute to their fire risk. Other risk factors identified arise from migrants' previous experiences including, for a small minority, long periods of time in refugee camps. Their vulnerability may also be affected by whether they have family support, whether the migrant community is large or small, and whether they have access to settlement services.

Given the size and growth of the migrant community and their potential vulnerability to fire and fire related injury and death, there is a strong case for New Zealand fire services to focus on new migrants as a target group in their engagement and fire safety communication strategies and activities. Although new migrants are a diverse and complex group, there are general characteristics that can be taken into account when developing and implementing good practice for fire services to communicate with these at-risk groups.

Best practice in communicating with new migrants is informed by a growing body of experience. Such evidence can underpin fire service approaches to the development and adaptation of their communication strategies, including engagement approaches. 'Good practice' principles are informed by international literature as well as by the experience and advice of key organisations and personnel (both in fire and other emergency services and in other support organisations) currently working with new migrants here and overseas. These principles address: the need for migrants to trust fire services to ensure effective engagement processes; the value of fire services collaborating with the wide range of organisations and groups working in and with migrant communities; the importance of working within communities and building on existing community processes and events; the value from aligning fire safety messages with migrants' other priorities; the need to

target messages to the needs and stage of settlement of migrants (and the fire risks they face); and the value of using a mix of information and communication approaches. These principles are more usefully applied in tandem with strategies to increase fire service staff's cultural awareness and competencies and increase each fire service organisation's cultural diversity so that they more accurately reflect that of the communities in which they operate.

The accompanying guidelines to communication: *(Communication Guidelines: Steps to developing, implementing and evaluating a communication approach with new migrant groups)* are informed by these research findings, as are the recommendations listed in the following section. These recommendations are also reflected in the guidelines, the implementation of which plays a key role in these recommendations.

7.   RECOMMENDATIONS

The following recommendations are based on the research findings in this report and also inform the accompanying guidelines (*Communication Guidelines: Steps to developing, implementing and evaluating a communication approach with new migrant groups*).

7.1   Compile **new migrant profile data** at local and regional levels so that appropriate staff (e.g., those with community engagement responsibilities) know and understand the cultural and ethnic composition, characteristics, needs and communication channels of these communities (including cultural diversity). The resulting database needs to be kept up-to-date. Minimum information could include:
- Population demographics and migration trends;
- Contact details of migrant service providers (including government and non-government organisations) operating in the area and credible, respected migrant community leaders;
- Potential distribution channels, including gathering places and hubs where migrants meet and exchange information(e.g., churches, medical practitioners, food outlets, language schools), cultural and religious festivals and other events, newsletters, radio, TV channels and other media.

7.2   **Work collaboratively** with other agencies (e.g., central and local government and migrant support services) that are working with new migrants to help them settle into their new lives. Consider partnerships with migrant support or multicultural organisations and build engagement with these organisations into everyday work practices.

7.3   Enable personnel with engagement responsibilities to **spend time with new migrant communities**, for instance at their community functions and celebrations. Building relationships with new migrant communities involves mutual trust, respect and understanding, which builds as contact continues.

7.4   Consider **relaxing requirements for personnel to wear uniforms** (or full uniform) in some situations as many new migrants fear uniformed authorities, especially when they first arrive in the country.

7.5   **Provide resources** to enable the expansion of 'tried and true' fire safety initiatives into new migrant households (e.g., checking that households have working smoke alarms and stressing their importance). Resources may include providing cultural awareness training to appropriate staff to ensure they adopt appropriate cultural protocols during home visits.

7.6   Take a **cultural stock-take** of staff to find out who in the fire services have linguistic and cultural skills and knowledge that can be drawn on to both raise the cultural competencies of their colleagues and to build relationships with new migrants in the organisations' engagement processes. At the same time, foster cultural awareness within the fire services by encouraging (or requiring) personnel with community engagement responsibilities to develop cultural awareness competencies.

7.7   Encourage **new migrants into the fire services** as volunteers and paid employees as a pathway to the fire services becoming more culturally diverse. One possibility is to establish new migrant **liaison and advocacy roles** (paid and/or volunteer positions) in rural and urban areas to enhance engagement, communicate safety messages, promote preparedness activities, etc. Another is to provide careers advice to new migrant parents and their secondary-school aged children to raise their awareness of job opportunities in the fire services. New migrants tend to be conservative when thinking of careers options, and often lack knowledge of potential career options.

7.8   Develop a **data collecting framework** to track the prevalence and cause of fires amongst new migrant households.

7.9   Establish a **regionally-based pilot** through which many of the interventions described in this report could be adapted to the New Zealand environment and trialled in rural and urban settings. It is important to involve both the New Zealand Fire Service and the National Rural Fire Authority and include an ongoing evaluation.

Extensive canvassing of issues around organisational support, resourcing and regional suitability leads us to recommend Southland as an ideal pilot area. The Winton township and its rural hinterland make an ideal focus for a range of interventions. Winton is one of the principal dairying areas of the region, with a significant number of migrant dairy workers and their families settled in the area. Most are Filipino and are at various stages in their settlement process, with new arrivals coming on a regular basis and others settled for two years or more. A significant proportion of pupils at one of the local primary schools are the children of these new migrants and the local library now has a special section devoted to these children's needs. Migrant support organisations, including government and community organisations, exist in the township as well as in Invercargill.

The pilot has a high likelihood of success. There is a great deal of support for the establishment of a pilot in the area from migrant support organisations in Winton and Invercargill, key people in the New Zealand Fire Service Southland and the Southern Rural Fire Authority, and local and regional primary and tertiary education providers concerned about the fire safety of children of migrant families and international students. In addition, the collaborative way these organisations already work together lays a strong foundation for initiatives that rely on interagency co-operation.

In an interagency, Invercargill-based workshop discussion about the merits of such a pilot, the resources needed for its implementation and the specific interventions/initiatives that might best work in the area, participants agreed on the following:
• The specifics of the pilot need to be designed and their implementation planned at a regional and local level;
• The pilot needs to extend to at least 18 months to allow for the establishment of a locally-based planning and design team, the planning and design process itself, implementation and adequate bedding down of agreed interventions/initiatives, and a robust evaluation;

- Such design and planning needs to be collaborative with involvement from key people in the fire services, migrant support organisations and education providers as well as involving migrant community leaders;
- The resource burden on the fire services, migrant support organisations and education providers may not be too great. Indeed, resourcing the pilot may be largely possible within key organisations' current resource allocations - with some reorganisation and retargeting of resources and responsibilities;
- It will be important to explore the availability of financial support for the pilot (e.g., from industry, etc) with that task carried out alongside the planning and design process. This process could also aid community and industry buy-in to the idea of the pilot.

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APPENDIX 1: ORGANISATIONS PARTICIPATING IN INTERVIEWS, FOCUS GROUPS AND / OR WORKSHOPS

Auckland organisations
Auckland Council - Rural Fire, Civil Defence and Emergency Management, Parks, Air Quality Team
Auckland Regional Migrant Services Trust
AUT Centre for Refugee Education
Ministry of Business, Innovation and Employment
Chinese New Settlers Services Trust
CPIT - International students
English Language Partners Auckland Central
Horticulture NZ
Mangere Refugee Resettlement Centre
New Zealand Fire Service
Red Cross Refugee Services - Manukau Service Centre
The 5+ A Day Charitable Trust
Turners and Growers Ltd

Christchurch organisations
Canterbury Business Association - Migrant and Ethnic Business Support
Canterbury Refugee Council
Chamber of Commerce - Settlement Support
Christchurch City Council Strengthening Communities Team, Multicultural Community Advice,
Community Support
Christchurch Migrants Centre
Christchurch Polytechnic Institute of Technology - Refugee and Migrant Support
Christchurch Resettlement Services
Delta Community Trust
English Language Partners Christchurch
Human Rights Commission
Interpreting Canterbury
Ministry of Education - Migrant & Refugee Education
New Zealand Fire Service
NZ Police - Ethnic Liaison Officer
Office of Ethnic Affairs (DIA)
Peeto – The Multicultural Learning Centre
Pegasus Health (Charitable) Ltd
Refugee Services Aotearoa
University of Canterbury - International Relationships and International Recruitment

Southland organisations
Agricultural ITO
Beef and Lamb Southland
Dairy NZ Ltd
English Language Partners

Federated Farmers – Southland

Gore District Council - community development, settling in programme

Hanning Immigration Adviser & Management Services Ltd

New Zealand Fire Service

Northern Southland Community Resource Centre

Rural Women - Southland

Settlement Services Southland

Southern Institute of Technology - International Marketing and Pastoral Care

Southern Rural Fire Authority

Southland Multicultural Council

St Thomas Aquinus Primary School, Winton

Winton Community Support Centre

COMMUNICATION GUIDELINES:
STEPS TO DEVELOPING,
IMPLEMENTING AND EVALUATING A
COMMUNICATION APPROACH WITH
NEW MIGRANT GROUPS

Prepared for the New Zealand Fire Service
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April 2014

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1.   INTRODUCTION

These communication guidelines are intended for New Zealand's fire services – that is, personnel within the New Zealand Fire Service and the National Rural Fire Authority. The particular focus of the guidelines is a subset of new migrants who are relatively new to the country and have little or no English language skills and are unfamiliar with New Zealand culture and fire safety practices[1].

These guidelines can be read as a stand-alone document. However, they will make more sense if read alongside the background report that informs their development: *Communicating Fire Safety Messages to New Migrants: Research Report*. This background report provides more details on the diverse range of groups and communities that are the focus of these guidelines. These migrants come from many different countries, with different cultures and ethnic backgrounds, and have different experiences and skills and understanding of the New Zealand way of life. Some come as permanent migrants, some come as refugees, some come to join their families, or as international students, and an increasing number come as workers on temporary permits.

The background report also describes the array of fire risks these communities face and the reasons for these risks. It also explains why these groups are harder to reach and influence with fire safety messages and outlines some ideas for communication best practice. It is based on research that includes: interviews, focus groups and workshops in three case study areas (Southland, Christchurch and Auckland); discussions with fire services staff working with new migrants; and reviews of relevant international and New Zealand literature about what other emergency (especially fire-related) services are doing to improve the way they engage with new migrant groups.

These guidelines provide a practical framework for communicating fire safety messages to these new migrant groups to change their fire safety awareness, attitudes and behaviour. However, they need to be implemented in tandem with the fostering of staff diversity within fire service organisations so that they become more representative of the culturally diverse communities within which they are located and to whom they provide services. Some of the initiatives suggested in the body of the guidelines will foster such diversity. These include initiatives that focus on relationship building and increasing new migrant trust in the fire services and initiatives that open new channels of communication with new migrant communities. Examples include: (i) encouraging fire services personnel with community engagement responsibilities to develop cultural awareness competencies; and (ii) encouraging respected members of migrant communities to take lead roles in fire safety (e.g., as educators, advocates, liaison officers, trainers). Targeting of appropriate messages to risk groups could also be strengthened through the development of a data collecting framework to show the prevalence and cause of fires amongst new migrant households. The following sections identify the key steps to follow when developing, implementing and reviewing a communication approach.

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[1]There are a variety of terms used to collectively describe the communities of new migrants and refugees that these guidelines focus on. In Australia and, increasingly in New Zealand, the term 'CALD communities' seems to be gaining some traction amongst local and central government agencies. CALD stands for 'Culturally and Linguistically Diverse' communities. However, these guidelines use the term 'new migrants' to describe the communities who are the focus of these guidelines, mainly on the advice of fire services personnel involved in the focus groups, interviews and workshops.

2.   IDENTIFY THE TARGET MIGRANT GROUP(S)

It is important that any communication initiatives are targeted at the needs of a specific new migrant community (or high risk individuals within the group), rather than targeted too widely. Given the diversity of experiences and backgrounds amongst these new migrants, the first step in any approach is to specify the particular group(s) that fire safety messages need to target. There are many differences within and between migrant groups due to, for example, their religious beliefs, country of origin, length of settlement in New Zealand, urban or rural location, reasons for migrating (e.g. temporary workers, family-sponsored migrants, refugees), previous experiences, education and socio-economic background, current employment situation, support networks, language competencies and so on. A communication approach for temporary Fijian horticultural workers in the Bay of Plenty, for example, will differ significantly from one aimed at permanent Afghani refugees in Palmerston North. One communication approach will not be suitable for all groups and the approach will need to take these differences into account, as well as personal characteristics of the members of each group (e.g. age, gender, literacy, education, etc.).

3.   DEVELOP A PROFILE OF THE MIGRANT GROUP(S)

Before developing any communication initiatives it is important to appreciate and understand the diversity and needs of the target group. Completing a profile for the new migrant community will ensure fire services staff have as much detailed information as possible in order to help target and focus the communication process and the message content, and to ensure that the desired impressions are made. Figure1, on the following page, provides a template or an outline of the types of information that need to be captured through the profiling process and how it could be used.

Through deeper knowledge of this group and their risk exposure via a profiling process, it is possible to better target safety messages and develop more appropriate engagement strategies that can lead to desired fire safety attitudes and behaviour. Developing a profile, for example, can help to identify the groups within a new migrant community that are most at risk and also identify how to best reach them. Such an understanding will help with prioritising the resources allocated (i.e., to work with particular ethnic or cultural communities or subgroups within communities, to use particular engagement approaches, etc). Undertaking profiling also adds rigour to the process and can help to address any questions about the decision to target and give special attention to particular groups, or to exclude other groups from special attention.

This section outlines a number of steps to be followed in order to better understand the identified migrant community so that the community profile can be completed. These include brainstorming with staff; reviewing existing material and data (including statistics on the prevalence and cause of fires amongst the target group if it is available); and talking with other government agencies, migrant support organisations and migrant group leaders.

3.1   Brainstorm with staff

As a first step, it is important to talk with fire service colleagues about their knowledge and experience with the identified community. A 'brainstorm' process with staff (working through the categories in the profile template in Figure 1) can help to build ownership of the process amongst staff members and encourage discussion about the topic in the workplace. It will also help to identify gaps in knowledge and where further information is needed.

3.2   Review existing material and data

In order to complete the community profile, it is important to collate and review any available material on particular migrant groups. This can include: population demographics using Census data (i.e., migrant group location(s), growth trends, languages spoken, etc); a review of any newsletters, websites, blogs and other communication tools used by the group or groups; a review of any media stories relating to the particular group; and a review of any statistics on prevalence and cause of fire amongst the target group. The background research report, *Communicating Fire Safety Messages to New Migrants: Research Report*, includes more information on each of the categories summarised in Figure 1 on the following pages.

3.3   Talk with other government agencies

One very effective way to learn about particular target groups is to talk with government agencies that have experience working with them. They can provide insights and advice, and suggest further information sources if necessary. Agencies (including local, regional and national government organisations) that have responsibilities for the well-being of migrant communities include: local government authorities; the Ministry of Ethnic Affairs, other emergency services agencies, New Zealand Settlement Services, Housing New Zealand and the Ministry of Education. These agencies will also be able to provide information about the range of relevant networks and support organisations in the area, and may also be able to provide insights and information on 'best practice' from their own experiences of working with new migrant communities.

FIGURE 1: COMPILING A MIGRANT GROUP PROFILE – INFORMATION TO COLLECT

INFORMATION TO COLLECT	WHY THIS INFORMATION IS NEEDED
Main reasons for migrating	The communication needs will be different depending on, for example, whether the migrants are temporary workers (e.g. migrant dairy workers from the Philippines); refugees through the refugee quota programme (e.g. from Burma or Iraq); international students (e.g. from China or India); or family sponsored migrants (e.g. older Chinese grandparents).
Current population numbers and trends	It is important to know population trends within the group (e.g. How well established is the group in New Zealand? Where are they based? Are numbers changing?)
Languages and literacy	To plan message content and the best communication approach, it is important to understand the languages you need to accommodate and the literacy levels of the target audience. For example, some may have low or non-existent English skills, some may understand spoken (but not written) English, some may not be able to read their first language, etc. Learning English is one of the top priorities for many new migrants.
Demographics	Community characteristics (gender, age, socio-economic status profile) will have a bearing on factors such as the nature of fire risk and the choice of engagement and communication approaches (who to target and how).
Employment (level and type)	For most new migrants, finding employment is a high priority and an immediate need when they arrive in New Zealand. Statistics on the level and nature of employment (and levels of unemployment) amongst your target group gives a strong indication of the level of their integration into New Zealand life.
Housing situation	Some migrant groups are concentrated in rental accommodation and/or overcrowded accommodation that may be in disrepair. Knowing your target group's housing situation will help with assessing people's fire risk and message focus.
Settlement needs of group	Priorities for new migrants are typically housing, employment and learning English. Get to know the priorities of your target audience so that fire safety messages and communication approaches can be aligned to their immediate needs.
Other issues impacting on the group	It is important to be aware of other issues impacting on the group and consider how these may affect the group's willingness and ability to contribute to fire safety discussions.
Identified fire risks	Given unfamiliarity with their new cultural and environmental surroundings and limited financial resources, new migrants may lack knowledge and understanding of: methods of cooking, types of appliances and sources of heating; how to dry clothes safely; how (or whether) to extinguish different types of fires; the value of smoke alarms; safety features in the home; safe use of fire in land management; and how (or the need) to call emergency services.

Social barriers to communicating messages	Social barriers that can increase new migrants' fire risk and make it difficult to engage with them and provide safety messages include: a suspicion or mistrust of authority (extended to all uniformed services including fire services); feelings of isolation and sense of being an outsider; physical isolation through lack of transport; and language and communication difficulties.
Cultural protocols	It is important to understand and adhere to the cultural protocols and norms of the group when meeting in order to start building trust and respect[2] (e.g. Is it a patriarchal or matriarchal culture? Who is the appropriate person to talk to in the group? Who do you greet at first? What greetings do you use? What cultural protocols do you need to follow?).
Key fire safety messages to communicate	Taking into account the risk factors, it is important to identify the key fire safety messages that are most relevant to the needs of the target new migrants.
Previous communication approaches with target migrant group	There is value in reflecting on and learning from previous communication activities with the target group (including that undertaken by fire services and others) to identify what worked well and what could be improved on.
Community support organisation and networks	It is essential to develop and maintain up-to-date databases of key organisations and their contact details.
Possible organisations for partnership or collaboration	Amongst the wider group of community support organisations will be a subgroup interested in participating in collaborative approaches to providing safety information.
Possible ways to communicate with community (e.g. radio, festivals etc)	By collating a list of possible communication channels (e.g. newsletters, community and ethnic radio channels, websites, schools) to reach your target audience you will be able to match your messages with the best means of distribution reach. In this database you could include contact details, who they reach and how often (i.e., their distribution details), and cost (if relevant) to tap into them. Community functions and celebrations (e.g. national days, festivals, religious ceremonies) are also important communication channels.
Identify informal community 'hubs'	Find out where communities go and where they obtain information(resource centres, churches and mosques, ethnic medical practitioners, food outlets and restaurants).
Personnel in the fire service with experience with this group	Identify personnel in the fire services who have experience and/or interest in working with particular migrant communities.
Information and training needed by fire service personnel	Identify staff cultural awareness training needs in order to increase their knowledge and understanding of the target migrant community.

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[2] When meeting a group, for example, it may be appropriate to take your shoes off before entering a home, or greet each person in the group in a certain way, or talk only with the senior men.

3.4 Talk with migrant support organisations

After seeking initial advice from government agencies, the next step is to make contact with the organisations that are likely to have the greatest reach into your target community. They can act as an access point if you need to talk with community leaders. Some will work across a range of new migrant communities (e.g., settlement services, English language schools, refugee support services, Red Cross, Salvation Army, public health organisations, etc) and some will work with specific communities (e.g., ethnically-based councils, churches, etc). The government agencies you have initially contacted should be able to provide advice on the key migrant support organisations in your area.

These organisations are important to your communication strategy. Key to successful communication is to ensure that a trusted person delivers the messages. It is clear that credibility of the information received is closely associated with the reputation or status of the person or organisation providing the information. Groups that have good connections in the community are more likely to be trusted, so can act as a conduit for sharing information. These groups are likely to be a key support for your gaining access to new migrant communities. They may also be able to provide valuable insights and information on the best way to communicate with your target communities.

It could be valuable to look for opportunities to develop working relationships and partnerships with these organisations. Because the fire services may not have the resources to develop and implement a comprehensive communication plan independently, it is important to look for opportunities to 'piggy back' on other initiatives already in place. One successful approach currently used in New Zealand and internationally, for example, is to combine messages on fire safety with English language classes. English language tutors are often trusted sources of information for new settlers, as they work on a one-to-one basis with clients or with families or groups. These tutors often provide new migrants with information on everyday life and are also available to talk to them about any issues of concern. Also, many work with new migrants in their own homes or communities.

Another approach is to organise events in partnership with settlement support organisations. These organisations are likely to be enthusiastic about working with fire services, as they share fire services' concern for the well-being (including safety) of new migrant communities[3]. These organisations are also likely to have up-to-date databases of credible, respected leaders in communities who can potentially be tapped into as part of the collaborative working relationship.

Before contacting migrant support organisations, it is important to be clear about the reasons for approaching them, the desired outcomes from any discussions, and the possible nature of any anticipated working relationship. The purpose of approaching them could, for example, be to: identify the 'fire risks' for the targeted migrant groups; explore the most appropriate communication approaches to use with the group; identify the high priority needs of the target community and ways

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[3]The background research for these guidelines indicates that there is a lot of interest from agencies in working with the fire services. The range of organisations in Auckland, Christchurch and Invercargill, listed in Appendix 1 of the background research report: *Communicating Fire Safety Messages to New Migrants Research Report,* shows the diversity and number of potential partners across the country.

the fire services could help address those needs; look at how the fire services could work with the organisation to deliver the fire safety messages and potential options for collaboration; start to build a relationship (and trust) with the support organisation with the aim of potentially working together; identify possible key members in the migrant community to approach about the fire safety initiative; and explore the possibility of the support organisation providing cultural awareness training to fire service staff to increase their knowledge and understanding of the new migrant community[4]. Developing cultural awareness competencies will help staff to become comfortable and respectful when working in culturally diverse settings. Course content could include: cross-cultural skills, communicating through professional interpreters, and overcoming language barriers.

It is important to note that it will be easier to link into support networks of some migrant communities compared with others. It is, for example, likely to be easier within larger and/or more established communities where there has been time for community leaders to emerge and networks and service organisations to become established. On the other hand, it might be more difficult to find organisations that work within smaller less established communities as it is less likely that strong support networks have evolved and leaders have emerged. However, there are a number of support organisations that work across the migrant communities (with new groups as well as those who are more settled).

For new migrants here as temporary workers (in the horticultural or dairy industry for example), it may be harder to access groups through normal community networks as the workers are often on isolated rural properties and may not engage with the surrounding community. Employers and pastoral care workers who help these groups in their transition to life in New Zealand could instead be more appropriate groups to work with as access points to these workers.

3.5   Talk with migrant group leaders

In some cases, it may be more appropriate to work in partnership with the support agency. However, in other cases, depending on the community, the agency may prefer to introduce you directly to community leaders. It is important to be flexible as the needs of migrant communities and the best ways to reach them may vary depending on their size and whether settlement services are available. Like support agencies, community leaders can be an important source of trusted information and assistance for new migrants. Many new migrants are suspicious of or mistrust authorities, especially those in uniform. These suspicions may be well founded given their previous experiences before arriving in New Zealand. So, they may not feel comfortable approaching fire service personnel directly or letting them into their homes. It may be more effective for you to work with community leaders so that they can provide information to their communities or act as a community gatekeeper and ease your access to the communities or householders.

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[4] Cultural awareness competencies are to do with developing sensitivities to different cultures. The Medical Council of New Zealand's definition, in its Statement on cultural competence, also has resonance for other frontline services like fire services. It states that: "Cultural competence requires an awareness of cultural diversity and the ability to function effectively, and respectfully, when working with and treating people of different cultural backgrounds. Cultural competence means a doctor has the attitudes, skills and knowledge needed to achieve this."See Page 2 of the Council's statement accessed on 4 March 2014 from http://www.mcnz.org.nz/assets/News-and-Publications/Statements/Statement-on-cultural-competence.pdf.

Unfortunately, not all new migrant communities have well established leaders. Even those that do may not have people with the capacity (time, resources, etc) to take on a liaison role with the fire services. While some communities have people ready to perform this function in other communities leaders have reached 'capacity', for example because their community has expanded in numbers. Community needs can place a large strain on these community leaders and limits their ability to take on additional tasks. It is therefore important to be flexible and acknowledge that different approaches will be needed for different groups.

It is important to work in collaboration with representatives from the new migrant community when exploring the best communication approaches to adopt. You need to seek their advice about how to best reach different parts of the community and what communication approaches are most appropriate and effective. You can benefit from their experience and advice and better understand what is likely to work best. Just as importantly, your ongoing face-to-face contact with these key groups and individuals will help to build up community trust in and familiarity with the fire services.

3.6   Identify the priority needs of the community

It is important to align fire safety messages with the new migrants' stages of settlement and their priorities of the time. For instance, it is unlikely that fire safety is seen as a top priority to people when they first arrive in their new environment. Any fire safety initiatives that can be aligned to their immediate needs such as housing, employment and learning English are more likely to get their attention. Useful strategies, therefore, could include ensuring fire safety messages are incorporated into English language classes and providing volunteering opportunities[5] to new migrants so that they can build up some work experience. These approaches have been used successfully elsewhere to both communicate fire safety messages effectively and build trust with new migrant communities. Once new arrivals have been settled in their new environment for a while, their priorities change. For instance, they may place a higher priority on increasing their community networks. Therefore, any fire safety communication initiatives that help new migrants strengthen connections in the broader community are likely to be supported.

4.   IDENTIFY SUITABLE COMMUNICATION APPROACHES

The most appropriate communication approaches will vary depending on the priorities, characteristics and resources of the target community as well as on your own resources and priorities. Figures 2 and 3 summarise some of the main approaches that can be used and outlines some benefits and limitations of each approach. Some can be described as 'active', that is they involve the fire services in 'face-to-face' contact with the target community (e.g. demonstrations, workshops) and some can be described as 'passive' and may not require the fire services to have direct contact with the community (e.g. distribution of pamphlets and brochures). There are many possibilities and the best approach is usually a combination of active 'face-to-face' contact with some more 'passive' initiatives (e.g. distribution of brochures, DVDs) to reinforce messages. For

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[5] When considering opportunities for volunteering, it is important to be careful with the language that is used. The notion of 'volunteering' is not relevant to all groups and instead it is better to highlight the opportunity to contribute to the development of skills that may lead to employment.

cultures that have strong oral traditions, face-to-face contact is particularly important. There are also some rules of thumb or principles that you can usefully keep in mind as you use the communication methods outlined in the following figures.

4.1. Principles of communication

The following key principles are important to consider as you select the most appropriate communication method for your target community (through consultation and discussions with key agencies and new migrant groups). These have been developed out of a wide range of communication experiences. The background research report (*Communicating Fire Safety Messages to New Migrants: Research Report)* provides more detail on these principles.

1. Use approaches that will build your credibility in the community and, therefore, community trust. Communication will only be effective if the recipients trust the source of information.
2. Choose face-to-face communication approaches whenever possible, especially at the start when you are building community trust. In general, new migrant groups prefer and appreciate such direct contact.
3. Ensure continuity of contact. The fire services will be perceived as more 'trustworthy' if they maintain contact over time (rather than for a one-off event).Focus on demonstrating an ongoing commitment to working with the group.
4. Resource events adequately to ensure groups feel welcome and valued. Use interpreters where needed, provide a cup of tea and food if appropriate, learn appropriate cultural protocols, and translate material if appropriate.
5. Keep information content to a minimum. Rather than burden communities already overloaded with settlement information stagger what you provide in digestible amounts. For instance, focus on one message for a six-month period and then shift the message focus to address another fire safety risk.
6. Ensure messages are simple and consistent and tailored to the specific information needs and characteristics of particular groups.
7. Try to align the communication strategy with the immediate priorities of groups (e.g. English language, employment, social connectedness).
8. Involve representatives from the target group or support organisations in the development, implementation and review of your communication plan.
9. Look for opportunities to learn from new migrant groups through culture awareness training or more informal sharing of information.
10. Include both active and passive elements in your communication strategy. Active communication that involves face-to-face contact is good for relationship building and information retention. Passive communication approaches such as pamphlet distribution are good to reinforce messages and for reaching a large number of people, and are often more cost effective.
11. Look for opportunities to 'piggy back' on the activities of migrant support groups. Setting up strategic alliances and collaborative activities with these organisations will allow you to take advantage of their community credibility, links, knowledge and skills. It will be a better use of your time and resources than trying to engage with the new migrant communities directly.

FIGURE 2: BENEFITS AND LIMITATIONS OF ACTIVE COMMUNICATION APPROACHES

APPROACH	BENEFITS	LIMITATIONS
Outreach at migrant community events (e.g. festivals, national days)	Fire services become a familiar presence or 'face' at community events where migrant communities feel safe. Fire services can start to build trust and credibility and become familiar with different cultural protocols, beliefs and practices. Also a way to access women.	People attending community events are often there to celebrate and socialise so may not be receptive to safety messages. This trust building/ familiarisation approach needs to be part of a larger communication plan.
Using a translator at meetings	Shows the groups they are being given respect and taken seriously.	Can be expensive and difficult if the translator doesn't understand the fire safety concepts and terms (it is difficult to gauge how much people understand).
English language classes	Learning English a high priority for many new migrants so combining fire safety messages with language classes successful as it: (i) ensures messages are delivered through a trusted source (the tutor); (ii) is not resource intensive for fire services; (iii) reaches women who may be difficult to target; and (iv) is often in migrants' own homes where messages are directly relevant.	Although many migrants go to English language classes, learning English is less of an imperative for some (e.g., women out of the paid work force and older people coming to join their families). These are often the people responsible for household duties and the care and safety of children and may not be captured through this approach.
Working through children in schools	Children can actively participate with fire service personnel, so trust and familiarity grow. They also take fire safety messages home to their families.	Though children are effective messengers, the fire services need direct contact with the wider family to maximise the credibility of the messenger and the message.
Migrant volunteers as community fire safety advocates	Fire safety advocates/liaison roles provide an effective means for fire services to develop relationships with hard to reach groups. Migrants are happier to receive information from people who resemble them. Volunteers receive training, gain 'work experience' and develop skills.	Not all migrant communities have the capacity to take on such advocacy and liaison roles. Often community leaders are overburdened, especially when new migrant communities expand rapidly, and are unable to take on additional tasks.
Outreach at community hubs (e.g. resource centres, churches, mosques, schools, sports clubs, ethnic medical practitioners, food outlets).	Having information stalls at places where communities go to mix and get information is worthwhile. Fire services can both meet the people (building familiarity and trust) and provide information and advice.	People at hubs often there for other purposes so may not have time to take in safety messages. This trust building/ familiarisation approach needs to be used in partnership with other more focused approaches.

Fire safety classes/ demonstrations in a migrant community venue	Good for people who cannot speak English. Safe venue. Builds relationships through social engagement and face-to-face contact.	May need to provide transport for some people to attend if location not accessible to all.
Building relationships with employers of temporary workers	For temporary horticultural or dairy workers building relationships with employers (so they understand the importance of fire safety) may be the only way to get messages to them.	For the employers 'time is money' and, in some cases, it may be difficult to get them to engage or take responsibility for workers' fire safety (i.e. telling them about fire hazards, fire prevention and appropriate responses).
Fire safety classes/ demonstrations at workplaces for employees	For temporary horticultural or dairy workers living in isolation holding a lunchtime or after work demonstration may be the only way to reach these workers 'face-to-face'.	For the employers 'time is money' and there may not be a lot of time available to engage with the workers. Leaving follow up written material would be essential.
Train other service providers to deliver the messages	When it is difficult to get access to migrants' homes, other providers who are already working with them may be the best means to deliver fire safety messages (e.g. health providers, social housing providers, ACC, Plunket)	Does not allow fire services to develop 'face-to-face' relationships with target groups and build trust.
Fire safety classes/ demonstrations at the fire station	Groups becomes familiar (and comfortable) with the fire services. Children can participate (e.g. sitting in truck, activity books). Works best when done in partnership with a migrant support group. Provision of food may be an extra incentive for groups to visit.	Unless undertaken in partnership with a migrant support group, participation may be low (as people may not feel comfortable visiting the fire station). May need to provide transport for some people to attend if location not accessible to all.
Fire station as community resource and social space	Making the fire station available as a space for new migrants to: hold English language classes and IT sessions, use computers to look for jobs, and use the gym, are valuable ways to build relationships, networks, familiarity and trust.	If the fire services do not actively encourage new migrants to use the facilities, they are unlikely to know about them or have the courage to visit. Provision of facilities is not enough alone.
Combined events with other emergency services	Value in all emergency services working together to provide 'hands-on' information on an array of topics.	May need to provide transport for some people to attend if location not accessible to all. Collective promotion will help.

FIGURE 3: BENEFITS AND LIMITATIONS OF PASSIVE COMMUNICATION APPROACHES

APPROACH	BENEFITS	LIMITATIONS
Non language-based brochures or cards (pictures and symbols)	This approach works well where migrants are illiterate in their own language and rely on oral communication. Even if migrants can read in their own language, this approach reduces the need for (and cost of) translations. Important to use photos and images that reflect migrants' lives and make them feel valued and included.	It is important to manage the amount of information to avoid overload.
Interpreted/translated brochures	This is an effective approach for migrants who are literate in their own language. It is well received and shows that the fire services have made an effort to connect. Brochures in multiple languages are currently available on the New Zealand Fire Service website[6]. It is important to use photos and images that reflect migrants' lives and make them feel valued and included.	There is a need for brochures in more languages. The cost and availability of trained and skilled translators can make this difficult. Before messages are translated, they need to be checked to ensure their English content is clear, concise, in short sentences, non-ambiguous and not open to misinterpretation.
Outreach through employers	Sometimes this is the only (or best) way to reach migrant workers and their families, especially when they are recruited directly by employers (farmers, restaurants, etc) rather than through agencies. Especially the case when the employer also provides accommodation.	Employers often very busy and fail to appreciate it may be their responsibility to inform employees about fire hazards, fire prevention and appropriate response. Not uncommon for them to expect others to fulfil their employer responsibilities.
Written material through employers and industry organisations	Industry associations (e.g., Horticulture NZ) can distribute information on behalf of its members and their employees and may be one way of trying to reach isolated workers.	It is difficult to know whether written material will actually reach the employees (and be taken on board). In addition, as not all employers/ landowners belong to industry organisations, reaching 'under the radar' employers (and their employees) is very difficult.
DVDs	Works well for migrants who rely on oral communication. Important to use photos and images that reflect their lives and make them feel valued and included.	The cost and availability of trained and skilled translators and the cost of producing a DVD in other languages is a consideration.

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[6] Refer to www.fire.org.nz for multi-language fire safety messages

Migrant group media (e.g. community – specific radio programmes, migrant newspapers, targeted TV channels)	Wide coverage provided when migrant media is available[7].	Not all migrant communities will have a media presence. Also need to consider the cost and the coverage or reach into the target community (i.e., who does and doesn't hear or read the messages?).
Websites and social media	Can work for groups who are 'internet savvy'[8]	Not all groups have access to internet and there may be literacy issues

5.   IMPLEMENT A SUITABLE APPROACH

When deciding on the most appropriate methods to implement, it is important to recognise the diversity of needs and experiences within a target group and ensure the communication approach is targeted to these needs. Figure 4 provides an example of how an implementation plan could start to be developed. The details would be developed in partnership with representatives of the community and other key parties.

FIGURE 4: IMPLEMENTATION PLAN

TARGET GROUP	RECENT REFUGEES FROM	
Communication objectives and outcomes	To increase knowledge and understanding of household fire safety (e.g. cooking, heating and smoke alarms) To ensure that all target households have smoke alarms installed and operating	
Target group priorities	Men who are the head of the families and refugee group	
	Older teenagers - first settlement priority is to find employment	
	Mothers - first settlement priority is to learn English – but they also have children to look after	
	Grandparents – have moved with their family – relatively housebound and fear being isolated	
Fire risk	1. Unfamiliar with cooking methods, types of electrical appliances and sources of heating (used to open fires outside of the home). 2. Lack of understanding of smoke alarms and how to extinguish fires 3. Language and communication difficulties (women and grandparents have limited English) 4. Suspicion and mistrust of fire services	
Target groups	**Engagement approach to address risk**	**Way this addresses group priorities**
Male leaders	Organise a meeting at their community venue with the help of the Red Cross who have been working closely with this group and are trusted.	The men are the head of the families and therefore need to be involved before working with other target groups.

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[7]For instance, Chinese settlers watch free-to-air Chinese TV channels rather than mainstream channels; some Auckland based newsletters have large (2000+) distribution lists.
[8]One example is Filipino dairy workers and their families in Southland.

Older teenagers	Provide volunteer work experience for teenagers at the fire station (sharing fire safety messages); allow them to use fire station computers to apply for jobs	Key priority for this group is employment. This approach helps with this priority but also increases knowledge of fire safety and starts to build trust.
Women	Provide information on fire safety through English language classes (via an already trusted tutor). If classes are not available, look at ways to facilitate this through: providing a venue for classes at the fire station; work with agencies to look at opportunities for child care and/or transport (if this is an issue). Or provide information through husbands and fathers.	Key priority for this group is to learn English and also reduce social isolation. Providing fire safety messages through a trusted English language tutor is one way to address this need. And also looking at ways to help establish language classes if they are not already available.
Grandparents	Look for opportunities to attend community events or be present at community hubs where the grandparents may visit. Be visible at these events and provide culturally appropriate brochures or DVDs	Being seen at community events may be one way to connect with and be visible to community members who don't want to become socially isolated.
Cultural protocols to follow	As it is a patriarchal community (with strong oral traditions) it is appropriate for male fire service employees to make contact and meet with the male leaders of the community to discuss the proposed approach. It will not be appropriate to talk directly to the women so messages could be delivered through the English language class tutors (where they are attending) and possibly through husbands and fathers. There are certain protocols to follow when meeting (e.g. remove shoes, certain greetings to use) and staff will work with the Red Cross (who have been working with this group) to get advice on cultural protocols. It will not be appropriate to wear full uniform (as there is a fear of uniforms).	
Actions	**Responsibility**	**Timeframe**[9]
Total Budget	**Items**	**Cost**

In any communication approach it is important to consider who is, and is not, being included. As the plan above illustrates, in many groups some people will be relatively isolated or housebound and may be difficult to reach. Older people, for example, coming the join their families, may not have the same imperative or opportunity to learn English or to mix with the wider community and become familiar with the New Zealand way of life (including fire safety behaviour). Women may not be attending English language classes and therefore it may be necessary to work through their husbands and fathers to share information.

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[9] Ensure timeframe is at the target community's pace.

6. EVALUATE THE PROCESS

As part of the planning and implementation process, it is important to consider how any communication approaches will be evaluated. Evaluation is about identifying if an approach made a difference. It involves questioning whether you achieved what you set out to achieve, and if you didn't, why you didn't.

An evaluation process is a way of reviewing what has happened to date, reflecting on the process and outcomes, and then looking at what improvements can be made for the next phase. It is important to learn from what is working well, and also from areas that can be improved on. Collecting this type of information also helps with the continuous improvement of the project and is a way to show senior managers and funders the value of the approach.

An evaluation can focus on the following types of questions:

- Did the communication approach achieve the desired objectives/outcomes (as outlined in the implementation plan)?
- Did the communication approach address the needs of the target group?
- Have there been changes in the participants' knowledge, skills and behaviour?
- Who (in the target community) did not participate, and why? What would be a better way to target these people?
- What communication approaches worked well?
- What are the areas for improvement?
- What are the next steps in working with the target group?

In order to conduct an effective evaluation it is important to be clear about the objectives (e.g. increased knowledge and understanding of household fire safety) and the desired outcomes (e.g. all households within the target group have operating smoke alarms installed) at the very beginning.

It is important that the evaluation is participatory, uses local knowledge and actively engages the target groups in the process. Key leaders or trusted people are most likely to be given honest responses to some of the questions from the participants. It is therefore essential that they are involved in the evaluation, leading discussions with the target group, and in reflections and decisions on the next steps. This can also strengthen the group's ongoing ownership and support for the communication process, and builds relationships.

There are numerous methods and approaches to conduct evaluation and most use a combination of quantitative information (e.g. how many people attended the workshops, or how many smoke alarms are installed and working within the target groups following the communication programme) and also qualitative information (e.g. the three key messages participants could recall from a workshop). When working with new migrant and refugee communities, it is recommended that 'face-to-face' oral approaches (where participants discuss the communication process and outcomes with a trusted person) take priority over requesting written feedback. Ensuring the project coordinator and key stakeholders in the target community reflect on the process and identify areas for improvement can encourage ownership of the process and also encourages creativity to consider and discuss other approaches to fire safety communication.

For this type of project it is important to keep the evaluation simple and direct. However, more detailed evaluation frameworks and practical guides are available. These provide information on how to develop programme logic models and outcome hierarchy models for any initiative[10].

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[10] For example, (1) Department of Environment and Conservation (NSW), 2000: *Does Your Project Make a Difference? A guide to evaluating environmental education projects and programs.*www.environment.nsw.gov.au (2) A.L. Johnson and M. Wouters, 2008: *From Seed to Success: A guide to evaluating Conservation with Communities Projects.* Department of Conservation Technical Series 34. http://www.doc.govt.nz/Documents/science-and-technical/docts34entire.pdf