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The Importance of Community Resilience: Developing the American Red Cross International Services Department in the New Hampshire Region

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The Importance of Community Resilience: Developing the American Red Cross International
Services Department in the New Hampshire Region

Sarah A. Romac

SIT Graduate Institute

PIM 72

A Capstone Paper submitted in partial fulfillment of the requirements for a Master of Arts in
Peacebuilding and Conflict Transformation at the SIT Graduate Institute in Brattleboro,
Vermont, USA.

July 1, 2014

Advisor: Dr. Paula Green

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Sarah A. Romac, 07/01/2014

Dedications

This is dedicated to all of the individuals, families, and communities who show resilience in the face of change every day and work to make their lives and those of others better than the day before and for future generations.

(For Melissa and John Romac who taught me the meaning of resilience.)

Logic can always prove that the future is impossible, the brain is always behind, and must be corrected by the heart. —*Eugen Rosenstock-Huessy, German-American social philosopher*

(For Freddy Gray and Ray Huessy who helped me begin my journey at SIT.)

Unto those who love, ungenerous time bestows a thousand summers. —*Chinese proverb*

(For Dorothy and Fred Gray and Mary and Richard Romac who helped me begin my journey in life.)

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ABSTRACT

Disaster management and humanitarian aid organizations have had to reevaluate how communities and individuals can better adapt and prepare for future disaster events. One concept organizations are incorporating into their overall framework is strengthening community resilience. Increasing a community's resilience level increases its ability to cope with the changes that affect it. Creating awareness of the vulnerabilities in an area, addressing these vulnerabilities with preparedness training, disaster risk reduction (DRR), and sustainable changes made over the long-term can develop a community's adaptive capacity to be more resilient.

For my practicum, I was given the opportunity to be the International Services Department Lead for the New Hampshire American Red Cross International Services Department. One of my main responsibilities was to develop the department to meet the disaster and emergency needs of the local intercultural community. It was through this role that I learned the importance of community preparedness and resilience. This capstone explores the influencing factors of climate change, disaster management, and social vulnerabilities on community resilience. These factors will serve as contextual information to better understand the importance and need for an International Services Department in New Hampshire. Resiliency Theory will be the lens used to describe how communities can adapt best to the influencing factors that affect their livelihood.

Key Words: Resilience, disaster management, preparedness education, emergency services, international services, climate change, social vulnerability, American Red Cross, IFRC.

PREFACE

For the purpose of this paper, the term “foreign-born” is used interchangeably with the term “immigrant”¹. Both terms refer to individuals born outside the U.S. The U.S. Census uses the term “foreign-born population” whereas the term “immigration” is more commonly used in political and general debates and discussion. The term “refugee”² is a subset of the immigrant population, defined as individuals “who are admitted to the U.S. because of persecution in their homeland due to race, religion, nationality, membership in a particular social group, or political opinion.” (Ward, 2014, p. 3). It should be further noted that the majority of the intercultural community leaders in the Manchester, NH Immigrant Integration Initiative preferred the term “foreign born” over “immigrant”. However, each individual has the right to identify themselves however they choose, if they do so at all.

Authors Note:

The viewpoints and statements in this capstone are those of the author and do not necessarily represent the views of the National Society of the American Red Cross or International Federation of Red Cross and Red Crescent Societies.

¹ Permanent Resident Alien - An alien admitted to the United States as a lawful permanent resident. Permanent residents are also commonly referred to as immigrants; however, the Immigration and Nationality Act (INA) broadly defines an immigrant as any alien in the United States, except one legally admitted under specific nonimmigrant categories (INA section 101(a) (15)). An illegal alien who entered the United States without inspection, for example, would be strictly defined as an immigrant under the INA but is not a permanent resident alien. Lawful permanent residents are legally accorded the privilege of residing permanently in the United States. They may be issued immigrant visas by the Department of State overseas or adjusted to permanent resident status by the Department of Homeland Security in the United States.

¹<http://www.dhs.gov/definition-terms#8> (Retrieved 6/12/2014).

² Refugee - Any person who is outside his or her country of nationality who is unable or unwilling to return to that country because of persecution or a well-founded fear of persecution. Persecution or the fear thereof must be based on the alien's race, religion, nationality, membership in a particular social group, or political opinion. People with no nationality must generally be outside their country of last habitual residence to qualify as a refugee. Refugees are subject to ceilings by geographic area set annually by the President in consultation with Congress and are eligible to adjust to lawful permanent resident status after one year of continuous presence in the United States.

³<http://www.dhs.gov/definition-terms#8> (Retrieved 6/12/2014).

LIST OF ABBREVIATIONS

ARC – American Red Cross
CDD – Community Driven Development
DRR – Disaster Risk Reduction
ELL – English Language Learners
FEMA – Federal Emergency Management Agency
HFA – Hyogo Framework for Action
ICRC – International Committee of the Red Cross
IFRC – International Federation of the Red Cross Red Crescent
III – Immigrant Integration Initiative
ISD – International Services Department
LEP – Limited English Proficient
NH – New Hampshire
UN – United Nations
U.S. – United States of America

KEY TERMS AND DEFINITIONS

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The International Services Department of the New Hampshire American Red Cross

Introduction

What is one thing that remains constant throughout life? Change. I am sure on some level someone can prove me wrong on this, but for the sake of gaining perspective understand that everything is always changing. Furthermore, each individual has a unique perspective from which he or she observes this change. Unfortunately, this is often a human trait pushed aside or forgotten when change is taking place. As change happens, individuals must decide on some level how they will adapt to live with change. Adaptation is the “adjustment in response to actual or expected change, to reduce negative impacts or take advantage of opportunities.” (IFRC, 2007, p. 128). What does it take for an individual or group of people to adapt to change? One of the main concepts that has continually surfaced regarding how people best adapt to change is through being resilient. Resilience can be seen on the micro-, meso-, and macro- levels. “Resilience is the ability of a system, community or society...to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner... through the preservation and restoration of its essential basic structures and functions.” (Geneva, 2009). (UNISDR, 2012, p. 3). The concept and term resilience is prevalent in many different fields, therefore there are multiple definitions. The definition above is specific to the disaster and emergency management field. Despite multiple definitions, many qualities and factors regarding resilience are shared among all fields of study. (See Key Terms and Definitions). Although change is constant individuals and communities must always adapt. The progression in hazards has caused the concept and need for resilience to become increasingly important. For the purpose of this paper, the definition of resilience will center around that used in the disaster management

field and will be focused on the community level. This paper recognizes three factors that are intrinsically connected and influence resiliency. These include climate change, social vulnerability, and emergency management.

One of the largest hazards that is increasing and causing the need for communities to become more resilient is climate change. Climate change has affected communities around the world through visible immediate changes known as disasters,³ (i.e. hurricanes, ice storms, and wildfires) and through slower developing changes known as complex disasters⁴ (i.e., civil unrest, poverty, and inequality). Climate change has increased the frequency and magnitude of disasters creating more community hazards and vulnerabilities. Not only are communities being affected at a greater cost, but social vulnerabilities are creating gaps and inequalities in how communities are preparing and responding to disasters. “Between 1970 and 1999, climate-related events accounted for 90% of the world’s disaster-related fatalities, with the world’s poor disproportionately affected.” (Keim, 2008, p. 508). Disaster management and humanitarian aid organizations have had to reevaluate how communities and individuals can better adapt and prepare for future disaster events.⁵ A concept that organizations are incorporating into their overall framework is strengthening community resilience. Increasing a community’s resilience level increases its ability to cope with the changes that affect it. Creating awareness of the vulnerabilities in an area, addressing these vulnerabilities with preparedness training, building

³ Disaster: A situation in which the impact of a hazard (such as a storm or other extreme weather event) negatively affects vulnerable individuals or communities, to a degree that their lives are directly threatened or sufficient harm is done to economic and social structures to undermine their ability to survive or recover. (IFRC, 2007, p. 128).

⁴ Complex Disaster: A disaster that has no single root cause (such as a storm) but emerges due to a combination of factors, which may involve an extreme weather event, conflict and/or migration, environmental degradation and other issues. Complex emergencies are becoming more likely due to climate change, which may alter hazards and amplify underlying vulnerabilities. (IFRC, 2007, p. 128).

⁵ The UN and the WHO define a disaster as “a serious disruption of the functioning of a community or a society causing widespread human, material, economic or environmental losses which exceed the ability of the affected community or society to cope using its own resources.” Thus, the disaster consists of the interaction between the hazard and the vulnerability of those affected, not the mere fact of the hazard’s occurrence. For any given hazard, disaster risk varies according to a population’s vulnerability (e.g., age, gender, health status, SES). (Keim, 2008, p. 509).

networks, and implementing long-term changes develop a community's adaptive capacity to be more resilient.

For my practicum, I was given the opportunity to be the International Services Department Lead for the New Hampshire American Red Cross International Services Department. One of my main responsibilities was to develop the department to meet the disaster and emergency needs of the local intercultural community. It was through this role that I learned the importance of preparedness and resiliency. This capstone explores the overarching influencing factors of climate change, disaster management, and social vulnerabilities on community resilience. These factors serve as context to better understand the importance and need for an International Services Department in New Hampshire. The development of the department and implementation of the external and internal projects and initiatives all contribute to increasing community resiliency. Developing community resilience is the current disaster risk reduction (DRR) and emergency management approach used by both the American Red Cross (ARC) and the International Federation of Red Cross and Red Crescent (IFRC). Therefore, I chose to incorporate the Resiliency Theory to describe how communities can best adapt to the influencing factors that affect their livelihood. It is my hope that this capstone will demonstrate the importance of having culturally and linguistically inclusive emergency plans and preparedness trainings.

Influential Factors on Case Study

Climate Change and the Increase of Disasters:

It is essential to understand how and why disasters and emergencies are increasing in order to create a more comprehensive International Services Department (ISD). Disasters occur in every region of the U.S., and they are increasing in frequency and magnitude. Increases in disaster frequency are also being documented around the world. As a result of this rise, climate change has become more established as the leading cause for weather-related disasters. According to the United Nations Systems Task Team on the Post-2015 UN Development Agenda, there is clear evidence that “the impact of disasters caused by natural hazards and vulnerability will continue to intensify.” (UNISDR, 2012, p. 3). Research also points to the effects of climate change on human-made disasters as the change in environment has, over time, caused basic human needs to be depleted, creating a chain reaction. Many correlations have also been made regarding the increase in natural or weather-related disasters as a result of human influences upon the Earth over time.⁶

Despite growing awareness of the correlation between humans and climate change, many individuals and institutions are not taking the actions needed to adapt with this change. As people move to high-risk areas, the lack of community preparedness is further exacerbated. High-risk areas expose more individuals to disasters and vulnerabilities. In addition to increased disasters resulting from climate change, poorly planned and managed development, ecological deprivation, low socioeconomic status, and weak governance can and will continue to add to the level of risk that communities and individuals face. Vulnerabilities to climate change are

⁶ “Climate change, although a natural phenomenon is accelerated by human activities.” (O’Brien, 2006, p. 64).

connected to social, economic, physical and political factors. It is these factors that ultimately determine if a community can prevent, prepare, respond to and recover from a disaster. It is the interaction of these vulnerabilities and hazards that communities must acknowledge, change, and adapt to in order to decrease the devastation of future disasters.

In the past decade, the U.S. has experienced some of its worst disasters to date. The U.S. President declared 99 disasters in 2011, the highest number of disasters on record. (ARC, 2013b, p. 1).⁷ “The five years with the most \$1 billion weather disasters have all occurred since 1998: 1998, 2006, 2008, 2011, and 2012.” (ARC, 2013b, p. 1). CNN quoted FEMA describing Katrina as, “the single most catastrophic natural disaster in U.S. history... the total estimate of damage for Katrina is \$108 billion.” This made Katrina the “costliest” hurricane in U.S. history. (CNN, 2013, p. 1). Hurricane Sandy is estimated to have damages over \$68 billion. (NOAA, 2013, p. 10). Hurricane Katrina and Hurricane Sandy have not only demonstrated the intensity of destruction, but also the overwhelming fact that many people living in the U.S. are not prepared for climate change and the disasters that will continue to intensify as a result. Even with education and trainings, communities in the U.S. remain underprepared. According to the American Red Cross, the amount of prepared Americans remains at a very small number, “...only a small fraction of households have disaster kits, 42% report having disaster plans, and only 29% know how to get help when evacuating or getting shelter.” (Herbst, 2013, p. 9). There are many factors that must be taken into account when looking at communities and how they will acclimate to the growing changes in our environment. Although experience is not the sole component for preparedness, it allows communities and organizations to reflect on past disasters to learn more about best practices for adapting in the future. As, “only a minority of the U.S.

⁷ See Appendix C: Graph of U.S. nationally declared disasters.

general population (30%–40%) are disaster prepared,” (Eisenman, 2009, p. 512), there is a lot that disaster management and communities must do in anticipation of these changes and their effects.

Impact of Social Vulnerabilities:

When creating emergency and disaster plans for communities, all social vulnerabilities need to be accounted for. Social vulnerabilities are a mix of different factors including socioeconomic status, household composition, language, housing, and transportation. (Flanagan, 2011). These factors are each measured in accordance to whether they help or hinder an individual and community’s ability to be resilient and reduce the negative impact of a disaster. Social vulnerabilities can be measured by different variables including age, income, number of social networks, and other neighborhood characteristics.⁸ For example, many social vulnerabilities, which lead to unequal disaster preparedness and relief, were seen in the wake of Hurricane Katrina. This led to the enactment of the Post-Katrina Emergency Management Reform Act of 2006.⁹ The Act made specific requirements for FEMA to work with state and local governments to make changes to their disaster plans that specifically address social vulnerabilities. As disasters become more frequent and their overall impact increases, these social vulnerabilities are magnified.¹⁰ Research has shown that in a disaster individuals with higher levels of social

⁸ “An individual’s demographic characteristics per se do not cause him or her to be more vulnerable. Nothing is inherent in one’s race, ethnicity, income, or education level that precludes an appropriate response in an emergency. All people are made up of a constellation of characteristics that enable them to assist in some situations but require assistance in others. None should be viewed merely as a so-called victim group or a so-called rescue group.” (Flanagan, 2011, p. 2).

⁹ “The Post-Katrina Emergency Management Reform Act of 2006 included provisions specifically requiring FEMA to work in coordination with state and local governments to identify LEP population groups and take such groups into account in the disaster planning process; ensure that information is made available in formats that can be understood by people with limited English proficiency, disabilities, or special needs; and develop and maintain a clearinghouse of information about model language assistance programs and best practices for state and local governments to consider in providing disaster services.” (Blazer, 2008, p. 6).

¹⁰ “The long-term and uncertain nature of climate change impacts means the susceptibility of societies and the costs of adaptation draw attention to some pertinent debates about social and inter-generational equity.” (O’Brien, 2006, p.69).

vulnerability are more likely to be adversely affected. “People living in a disaster-stricken area are not affected equally... [And] evidence indicates that the poor are more vulnerable at all stages.” (Flanagan, 2011, p. 2). Some research shows that racial and ethnic minorities, children, elders, and disabled persons can also have the same vulnerabilities throughout the disaster cycle.

Social vulnerabilities are increased during a disaster because there is a lack of credible, accessible, and culturally appropriate information. Eisenman writes that, “disaster materials are often written in English only and at reading levels above those recommended for populations with a high prevalence of low literacy.” (2009, p. 513). Not only does this create greater challenges for a percentage of individuals already living in the U.S., but it causes new immigrants, refugees, individuals with limited English proficiency (LEP), individuals who are illiterate, and those without access to the internet and other disaster materials to be at a greater disadvantage. During a disaster, social vulnerabilities prevent individuals and neighborhoods from; first, getting the appropriate information they need to be informed about the disaster and second, being notified about how to take action in regards to the disaster.¹¹ During Hurricane Katrina, some communities could not understand the evacuation notices in time, and there was a significant lack of public transportation to help people evacuate who did not have any mode of personal transportation.¹²

Even after communities were evacuated, shelters and access to humanitarian aid were not prepared or equipped to assist with the needs of LEP individuals, immigrants, and refugees.

¹¹ “During emergencies, for example, real-time evacuation information is not generally provided to people with limited English proficiency, the hearing and visually impaired, and other special needs groups (U.S. Department of Transportation 2006). Many low-income people in New Orleans were stranded in the wake of Hurricane Katrina because they had no personal transportation and public authorities did not provide emergency mass transit.” (Flanagan, 2011, p. 3)

¹² This greatly affected the elderly population not only in private homes, but in assisted living facilities where transportation plans were not incorporated. “Among the nursing homes in the flooded areas, 21 homes were evacuated before Katrina made landfall, whereas 36 were not.” (Flanagan, 2011, p. 8).

Additionally, staff and volunteers were not thoroughly trained to assist immigrants and refugees, leading to misinformation about what services were offered and eligibility. In many cases, shelters did not provide the interpreter services needed to communicate effectively with individuals and families. For individuals trying to get assistance, it becomes even more difficult when most documentation and proof of immigration and citizenship status are lost during a disaster.¹³ “When disaster strikes, fear of immigration enforcement clearly inhibits immigrants from securing even the most basic emergency services, such as shelter, food, and water.” (Blazer, 2008, p. 3). Due to this fear, individuals will often bypass officially sanctioned shelters for community and ethnic groups. These local support groups provide culturally and linguistically proficient staff and have developed trust within the community.¹⁴ Although these local community groups can offer support and provide basic needs, they usually lack the resources to provide aid for long term relief and community rebuilding such as financial assistance. Due to these limited resources, it is crucial that larger state and national organizations become better equipped to give assistance during and after disasters and have the capacity to modify their procedures to meet the needs of all community members, not just the majority. Some organizations have procedures in place to address these issues. For example, the American Red Cross specifically has a Statement of Impartiality that aligns with the International Red Cross and Red Crescent Movement to help volunteers and clients understand their rights.¹⁵

¹³ “Some lost the documentary proof of immigration status needed to obtain government assistance and employment. Some were evicted from shelters or otherwise made to feel unwelcome. The threat of deportation loomed large. Even many lawfully residing immigrants who had proof of their status were ineligible for most of the cash assistance, housing, employment, and health care services on which other survivors relied.” (Blazer, 2008, p. 1).

¹⁴ “Community groups are more likely than other disaster relief providers to employ culturally and linguistically competent staff and are more likely to have earned the confidence of the populations they serve.” (Blazer, 2008, p. 2).

¹⁵ “The American Red Cross’s Statement of Impartiality (2005): Red Cross workers will not question clients about their citizenship status; nor will they request birth certificates, immigration papers, passports, social security cards, or similar documents that could be interpreted as being used to identify the nationality or immigration status of persons seeking Red Cross assistance. If clients reveal their citizenship status or this information becomes available from some other sources, this information is not recorded on any Red Cross document. Only such documents necessary to identify the individual or family as living in the disaster-affected area are required for Red Cross assistance.” (Blazer, 2008, p. 4).

However, many volunteers and individuals are not fully aware of this impartiality statement and this has caused misunderstanding and distrust from individuals looking to receive services in the past.

Individuals who are not incorporated into response and recovery plans are also not always included in preparedness trainings and services. This further exacerbates a person's vulnerability during a disaster. In order to plan for these vulnerabilities, it is important to know where the communities are located that need assistance. Effectively supporting community-based efforts to mitigate and prepare for disasters allows for many of these vulnerabilities to surface and be included in planning. Often the stakeholders who are creating the community plans and delegation of resources do not proportionately represent the people. This emphasizes the importance of collaborating with local community-based groups and including community leaders, who represent all voices. Socioeconomic status, household composition, cultural background, language, and housing and transportation are all major factors that need to be considered when creating a disaster plan.

Furthermore, "unless agencies engaged in disaster planning develop measures to overcome language barriers, individuals with limited English proficiency will miss important information needed to prepare for emergencies." (Blazer, 2008, p. 5). Many of the materials are not only English based, but written at high literacy levels. Preparedness trainings are often held in areas with limited public transportation or during work hours when individuals cannot attend. This creates a disproportionately prepared community as it neglects the needs of different

individuals, giving some community members the tools and knowledge to be prepared, respond to and recover from disasters, while others are left more vulnerable.¹⁶

Changes in Disaster Management:

Traditionally, much of the humanitarian effort has focused on disaster response and recovery. As organizations have taken on the role of disaster management, the approach to how best implement this process has changed. These changes have shifted from disaster relief and response to disaster risk management. The risk management approach aims at reducing community vulnerabilities and increasing their adaptive capacity to cope with disasters. In this regard, disaster management must look at the whole cycle of how disasters effect communities, what causes vulnerabilities, and what builds a community's capacity to cope.

Changes in the disaster management system have occurred for a few different reasons. The increase in frequency and size of disasters now outweighs the management capacity to respond. This has caused organizations to realize that providing relief and response not only equates to inadequate fulfillment of humanitarian needs, but undermines the relief and response efforts currently offered. Disaster management organizations began looking at disaster response as a cycle. Keim describes disaster risk management as, "both 'pre-impact disaster risk reduction'—prevention, preparedness, and mitigation—as well as 'response and recovery' post-impact crisis management activities." (2008, p. 509). (See Figure 1).

Organizations realized that as communities became more prepared for emergencies and disasters, they were also able to help more in the response process. This decreased overall

¹⁶ "Social inequalities, community heterogeneity, program coordination, and competition for scarce resources all impose other constraints on the recovery process. It is quite clear that disasters do not impact all social groups to the same degree, and it is usually those marginalized sub-cultures that are more severely impacted and are less likely to recover than wealthier segments of society." (Tobin, 1999, p. 15).

community vulnerability and created a continuous prevention and preparedness process for future disasters. In order to implement risk-reduction measures, disaster management organizations need to investigate a communities' underlying vulnerabilities and their causes. There are long-term causes and trends that can undermine the potential development of a community. These long-term causes and trends can reduce the overall community resources and ability to cope with change. This in turn increases its vulnerability. Some examples of underlying long-term causes and trends that increase vulnerability include, "natural resource degradation, demographic changes, effects of climate change, noncommunicable diseases, and economic decline." (IFRC, 2012a, p. 10). Underdeveloped community structures such as social, political, and economic, lead to intermediate causes of vulnerability. "Intermediate causes affect people's well-being and opportunities for development. Intermediate causes generally point to what people lack or need." (IFRC, 2012a, p. 10). Although disaster managements cannot address all underlying intermediate and long-term causes and trends associated with community vulnerability, they can begin to address some of the issues that cause communities to have reduced levels of adaptive capacity and resilience towards disasters.

Disaster management in the U.S. has been described for the past three decades as a "four phase" process: Mitigation, Preparedness, Response, and Recovery.¹⁷ Mitigation is defined by Green as, "... concerned with the planning, building, accessibility, and maintenance of the systems and facilities in a community. ... Good systems help prevent hazards from turning into disasters. ..." (2013, p. 271). Keim goes on to define preparedness as "activities and measures taken in advance to ensure effective response to the impact of hazards. ... [Whereas] emergency

¹⁷ "Some sources now refer to five phases rather than four... 'Prevention' as a separate, fifth phase or component" (Baird, 2010, p. 7).

response begins with the impact of an event.” (2008, p. 511).¹⁸ This cycle allows communities to prepare for future disasters even if they cannot predict when the event will occur or what the event will be. As Paton describes, “preparedness is less about giving people information per se, and more about interacting with community members in ways that address their needs and assist them to make preparedness decisions.” (2005, p. 11). This approach of management makes communities consider what resources, knowledge, and capacity they have to cope with disasters. In assessing a community’s resources, knowledge, and capacity, it can address areas of need in the prevention, preparation, and mitigation phase. This includes a greater focus on communities working together on both the public and private levels. Communication and mutually beneficial partnerships can strengthen neighborhood resources, knowledge, and services available, which increase a communities overall capacity. As Green states, “participants in networked communities are best able to organize support, articulate their needs, and work together to rebuild and stabilize.” (2013, p. 268). Therefore, social networks are one of the most important components for how a community can cope with a disaster. Green further explains this by stating, “those who are strongly rooted in community often rely more on themselves than on their governments, whereas more individualistic, less connected populations expect state services and support.” (2013, p. 268).

Disaster management in some areas is beginning to take a more holistic approach, which provides support for communities to build trust and create synergistic relationships. This ultimately allows communities to enhance their capacity in responding to disasters. One way for disaster management organizations to achieve this is through providing resources, expertise, and

¹⁸ The IFRC also defines Disaster Preparedness as – “Activities that contribute to the pre-planned, timely and effective response of individuals and communities to reduce the impact and deal with the consequences of a (future) disaster.” (IFRC, 2007, p. 128).

support to community-driven development (CDD). Green believes that, “CDD approaches can empower local leaders to use and strengthen their own social capital and resilience, maximize available resources for their own welfare, and implement community recovery, reconstruction, and preparedness in accordance with local traditions.” (2013, p. 272).

Through the exploration of the disaster cycle and of methods to best implement preparedness, the concept of resilience has become a crucial factor for the incorporation of Disaster Risk Reduction (DRR).¹⁹ The Resilience approach is a more inclusive approach, which utilizes all of the resources of a community as well as of the organizations that provide response aid. Resilience also works continually to address issues before, during, and after disasters in order to constantly work on increasing community adaptability and capacity. In this approach, the community acknowledges that each disaster will decrease community resources and its ability to function. However, resiliency and preparedness can increase the adaptability, thereby lessening the negative impact on the community. “Given current trends in disaster impacts and increased exposure to risk, the incorporation of disaster risk reduction and resilience into development work through public and private sector strategies and planning for development and growth, must be a priority.” (UNISDR, 2012, p. 10, 11). Resilience encompasses the entire process of learning, preparing, and increasing capacity to adjust to disasters and change.²⁰ Developing a resilient community gives people the tools and skills they need to make decisions and actions using the resources that they have. It empowers people to have a higher capacity of

¹⁹ Disaster Risk Reduction (DRR) – “is the concept and practice of reducing disaster risks through systematic efforts to analyze and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events.” (UNISDR, 2012, p. 3).

¹⁹ Disaster Risk Reduction (DRR) – “Measures at all levels to curb disaster losses, through reducing exposure to different hazards, and reducing the vulnerability of populations. Effective disaster risk-reduction practices use a systematic approach to reduce human, social, economic and environmental vulnerability to natural hazards.” (IFRC, 2007, p. 128).

²⁰ “Resilience is the ability of individuals and communities to withstand shock, cope with emergencies, adapt to new realities, and heal from the experience.” (Green, 2013, p. 273)

coping. In essence, the resilience approach is about helping people learn how to help themselves. This translates into communities working together to lead, develop, and support their own local communities rather than rely on outside assistance. When a disaster happens, the first individuals to respond are more often than not neighbors, family, or community groups. Unlike local 911 emergencies, government aid and large scale response teams often take much longer to reach disaster hit areas. It is therefore local community groups and individuals who respond first, often without the required resources. It is during this time that resilience is needed most for individuals and communities to know how to best help themselves.

Resilience Theory and Approach:

The concept of resiliency spans many different fields of science and most generally refers to an organism's ability to cope and adapt to changes in its environment. Most research regarding the Resilience Theory denotes that when a state of being is disturbed, it is equipped with a certain capacity to manage change, maintaining a level of functionality. "This means that a resilient social system should be able to absorb shocks and rebuild so that the community remains on the same functioning state." (Mayunga, 2007, p. 3). When a disturbance surpasses a state's adaptive capacity to cope, it creates long-term challenges and increases the length of time it takes to return to a state of stability. By supporting and empowering individuals through the resiliency approach, communities can better adapt to the changes in their environment. Mayunga writes that, "the notion of adaptation is desirable because it increases capacity for learning and coping." (2007, p.4). All communities have a certain level or threshold for which they are equipped to withstand or adapt to change. This is often referred to as a community's capacity level or a community's adaptive capacity. Once an event, such as a disaster or conflict occurs, a community adapts to this change until its capacity level to do so in that period of time is reached.

When a disaster effects a community beyond its capacity level to adapt, the community's overall ability to respond and recover from that disaster is decreased. (See Figure 2).

The Resilience Theory is broad enough that it is applicable to all hazards, emergencies and conflict approaches. This allows for multiple strategies in prevention, response and recovery to arise. Resiliency gives communities, “the ability of the system to absorb the disturbance, or to learn from it and to adapt to it, or to reorganize following the impact.” (Berkes, 2007, p. 284). As one of the main goals in creating more resilient communities, the American Red Cross and the International Red Cross Red Crescent have worked to make their disaster management approaches community-based. Not only does this reduce the helplessness often associated with disasters, but it puts the control back into the community. This empowers people to be more prepared, giving them a higher capacity level to adapt to change. Some disaster management organizations describe resiliency as the concept of using strengths and available resources to adapt best to a situation with the intention of creating a positive outcome. Some argue that, “resilience does not focus on what is missing in a crisis (needs and vulnerabilities) but on what is already in place (resources and adaptive capacities).” (O’Brien, 2006, p.71). In other words, resilience is, “not just the immediate ability to respond to negative ‘events’ but rather a process of positive adaptation before, during and after adversity.” (IFRC, 2012a, p. 10). (See Figure 5). Berkes describes this as, “creating a conceptual tool for communities to deal with the uncertainty of the future and changes to come.” (2007, p. 288). Further explaining that, “learning to live with uncertainty requires building a memory of past events, abandoning the notion of stability, expecting the unexpected, and increasing the capability to learn from crisis.” (Berkes, 2007, p. 288). This is demonstrated in the Resiliency Wheel (See Figure 3), which outlines the importance of continuously mitigating risk factors and continuously building resiliency in the

environment. This is all done through reflective learning, communication, enhancement/teaching of life skills, and creation/ development of supportive networks.

To date there has not been an agreed upon model or method for assessing community resilience among the disaster management community because there are many different factors to consider. (Mayunga, 2007). Each management has devised its own approach such as the IFRC's Disaster Risk Reduction (DRR) and the American Red Cross's Community Resilience Strategy (CRR). Within these approaches, organizations have come up with their own methods of implementation and measurement. However, according to some literature, there are five main factors used to measure a community's resiliency. These factors each measure a different community capacity level. These factors include economic, social, natural, physical, and human. It is important to note that each capacity is not measured with the same weight. For example, a community's social capacity and human capacity often hold the most weight when a community is being measured.

In order to look at a community's social and human capacity, the vulnerabilities in these areas must be acknowledged. Many of the social vulnerabilities are often a complex result of how communities and societies are organized (as described in the previous section on social vulnerability). Social vulnerability is not only affected by the impact of a hazard, but vulnerabilities are "distributed among the impacted population and communities according to larger social forces, particularly those affecting the allocation of resources, such as the power to determine where a levee is built, or financial resources to afford a safe home." (Morrow, 2009, p. 1). Resilience at the community level is therefore closely linked to a community's economic and political circumstances as well as the strength of its social networks. How strong their social networks are. "At the individual or household level, resilience is associated with not only

economic resources but also cultural resources, such as literacy and education, and social resources, such as family and friends.” (Morrow, 2009, p. 2).²¹ The social and economic inequalities in a community coincide with each other. These social vulnerabilities within a community will ultimately affect the level of resilience vulnerable populations can attain. Resiliency is something which must be fostered on multiple levels; individual, community and institutional/environmental. (See Figure 4). Similar to the Nested Theory, a strong analysis of a community’s social vulnerability must include the multiple layers in which a disaster affects an overall community as well as the factors which are unique to each level. Some researchers even go as far as to state that a community is only as resilient as its most vulnerable populations.²² The cycle of conflict and the disaster cycle are very similar in structure and process. Both cycles disrupt social normalcy and create resource deprivation which can break down the established peace within the community.

Naturally occurring hazards appear to be having a number of direct negative effects on the economic livelihoods and food security of the communities and indirect negative effects on social cohesion and on the relationship between the state and its citizens. Natural disasters, especially in a peace-building process, could act as threat multipliers that increase the volatility of existing causes of conflict and may generate new insecurities. (Walch, 2010, p. 3).

This creates a negative counter effect when disasters or climate changes impact resources and it is important for communities to work together rather than against each other. By building community resilience, people will be more apt to assist one another rather than work against each

²¹ “Community resilience cannot be achieved when large disparities exist in the distribution of resources such as housing, job security, and the funds needed to respond to disruption and change. Those with less robust social resources such as family, friends, and social networks will also be at a disadvantage, as will members of groups and neighborhoods lacking political power.” (Morrow, 2009, p. 4).

²² “The extent to which people have sufficient resources to meet their basic needs and to anticipate and respond to inevitable change and disruption is a core factor in resiliency and varies considerably among communities and nations. When significant segments of the population are poor and live with daily risk and insecurity, it is out of the question to expect them to be able to anticipate and respond to external changes and threats effectively without outside assistance. Poor households are more likely to be located in floodplains, to live in substandard housing often in disrepair, and thus to be more vulnerable to natural hazards. It is unlikely that poorer households will have the extra funds available to prepare for an emergency, or the transportation to evacuate when appropriate. Poor neighborhoods and communities do not have the infrastructure and resources to assist residents during crises. Poorer states are not as well organized and equipped to provide impact and recovery services.” (Morrow, 2009, p. 4).

other. Resilient communities understand the value of partnerships and the positive impact collaboration can have during a time of disaster. Communities with an established system of communication and process of collaborating resources and services are able to adapt to change and be resilient. Neighborhoods that have less cohesion will struggle more than their better-connected/ better-prepared counterparts, and will look for outside assistance which often takes longer to arrive. This can create tension among neighbors as they may each have a resource that the other needs, but did not develop a system of trust or communication beforehand. Individuals who have multiple materialistic resources are often able to be more independent since they can afford to not work with others. However, human capacity to withstand stress, isolation, loneliness and other nonmaterial functions is a critical piece of resiliency that is often overlooked by many.

Different groups that are considered vulnerable because of their cultural differences or perceived lack of materialistic resources tend to have stronger community connections, which can enhance their overall level of resilience. Morrow writes, “culture plays an important role in how people assess risk, weigh options, make decisions, and carry them out. ... Coping strategies are often different with, a greater tendency to rely on friends and family and collective processes.” (2009, p. 8). Morrow also found that, “cultural representation of events plays a role in transmitting knowledge and can influence how people prepare and react.” (2009, p. 8).²³ Refugee resettlement in itself is an event that requires an immense amount of resilience as one adapts to his or her new environment. Communities who have experienced resettlement often work together to help each other adjust and gain the resources they need to adapt. This in turn

²³ “The foreign-born and those for whom English is a second language are likely to encounter greater difficulty when interpreting warnings, understanding alternatives, and seeking information and assistance. They may be afraid of authorities and mistrust government, due to experiences in their countries of origin or their immigration status in this country. This issue is becoming increasingly important as the U.S. population is changing. It is estimated that ethnic minorities will make up more than one-third of the population by 2010 (U.S. Census Bureau 2004).” (Morrow, 2009, p. 8).

creates community resilience because individuals, families and neighbors are working together to problem-solve, by combining their knowledge, skills, resources, and overall abilities to help everyone adapt to the change as best as possible. As Green writes, "...empower rather than lead, to inspire rather than direct... More than aid, planning, or even resources, what may help most of the world's people cope with catastrophe is the remarkable human capacity for resilience. (Green, 2013, p. 273).

Contributing Disaster and Emergency Organization Approaches

International Red Cross and Red Crescent Movement:

As the American Red Cross (ARC) and therefore the New Hampshire International Services Department fall under the overarching organization of the International Federation of Red Cross and Red Crescent (IFRC), it is essential to understand the IFRC's position on resilience. The International Red Cross and Red Crescent Movement is the largest humanitarian network in the world. Currently there are 189 Red Cross and Red Crescent National Societies in the movement. All together there are nearly 100 million members, volunteers and supporters throughout all 189 National Societies. "Since its creation, the Red Cross Red Crescent has been guided by a clear set of humanitarian principles and values that aims, in one way or another, to effectively contribute to building resilience."²⁴ (IFRC, 2012a, p. 3). The IFRC believes that although much of the humanitarian effort focuses on immediate lifesaving responses, communities who are faced with adversities, such as disasters, economic crises, civil unrest, and disease epidemics, are

²⁴ "We strive to meet people's basic needs for health, shelter, education, food, water and security; make every effort to ensure that the social costs and benefits are fairly shared by all and inequities are eliminated; that human rights, human dignity and local values are understood and respected; and to ensure that non-renewable resources, biodiversity and the environment are managed responsibly" (IFRC, 2012a, p. 3).

better supported if humanitarian and aid organizations address the underlying social vulnerabilities and work on community resilience building.

The Red Cross and Red Crescent Movement has made a significant shift to focus on resilience building and incorporating it into preparedness education and community development. The IFRC believes the resiliency approach is crucial in order to, “protect development gains in the longer term and to reduce the dramatic decline in development that disasters and crises cause. ... This highlights the overlapping nature of preparedness, relief, and recovery work and bridging these to more developmental work.” (IFRC, 2012a, p. 10). The IFRC defines resilience as, “the ability of individuals, communities, organizations, or countries exposed to disasters and crises and underlying vulnerabilities to: anticipate, reduce the impact of, cope with, and recover from the effects of adversity without compromising their long-term prospects.” (IFRC, 2012a, p. 7). The IFRC definition of resilience also recognizes that individuals and communities are affected by both disasters and crises as well as underlying causes of vulnerability.²⁵ Underlying causes of vulnerability can also be broken down into intermediate and root causes.²⁶

Through the efforts of the IFRC to make resilience a priority, this approach has been spread throughout all of the National Societies.²⁷ The IFRC developed the ‘Framework for Community Resilience and Safety’ to be used as a model for Societies to follow and use within

²⁵ Disasters and crises: are the immediate causes or imminent threats, directly related to life and death situations, e.g. natural disasters, epidemics, conflict outbreaks, sudden volatility in food prices. (IFRC, 2012a, p. 10).

²⁵ Underlying causes of vulnerability: are longer-term causes and trends that undermine the potential for development and increase vulnerability, e.g. natural resource degradation, demographic changes, effects of climate change, noncommunicable diseases, and economic decline. (IFRC, 2012a, p. 10).

²⁶ Intermediate causes: affect people’s well-being and opportunities for development. Intermediate causes generally point to what people lack or need. Examples include access to basic services, lack of skills, low livelihood productivity, and inadequate care for women and children. (IFRC, 2012a, p. 10).

²⁶ Root causes: relate to the structural underpinnings of underdevelopment, specifically social systems and political economic structures and environmental issues. They focus on why intermediate causes exist. Examples include poor governance (political), marginalization and social exclusion (social), terms of trade (economic) or environmental carrying capacity (environmental). (IFRC, 2012a, p. 10).

²⁷ “[The] General Assembly has decided [to invest] at least 10% of any emergency appeal [towards] the strengthening of resilience work.” (IFRC, 2012a, p. 5).

their communities. The framework emphasized the Disaster Risk Reduction (DRR) process which recognizes and works to implement disaster preparedness as the link between emergency response, recovery and development. However, it wasn't until 2005 after the world conference on DRR held in Kobe, Japan that the Hyogo Framework for Action (HFA) was adopted by the global community.²⁸ The HFA established, "a foundation on which all Red Cross Red Crescent programs, projects and interventions in DRR and all actions which contribute to the building of safe and resilient communities can be created, developed and sustained." (IFRC, 2012b, p. 2). The framework put forth three strategies for all National Societies to implement. These included: "the integration of DRR into policies, planning and longer-term programming, targeted disaster prevention, mitigation and preparedness activities and advocacy, [and] the focused integration of DRR considerations into humanitarian response and disaster recovery." (IFRC, 2012b, p. 2). The IFRC has also included in the framework a monitoring and evaluation committee to help oversee and work with Societies that need assistance in implementing the framework

American Red Cross

The heart of the American Red Cross National Societies mission is to help communities and individuals prevent, prepare for and respond to disasters.²⁹ The American Red Cross has always worked closely with communities to help residents, businesses and governments understand what their common disasters and risks are and how to best implement the factors of the disaster cycle to help lessen the effects of negative events. The disaster cycle outlined by the American Red

²⁸ "The Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters was adopted at the World Conference on Disaster Reduction in Kobe, Hyogo, Japan in 2005. The Framework serves as the guiding instrument for international cooperation, disaster risk reduction and resilience building." (UNISDR, 2012, p. 7).

²⁹ American Red Cross Mission Statement: "The American Red Cross prevents and alleviates human suffering in the face of emergencies by mobilizing the power of volunteers and the generosity of donors." (ARC, 2013c, p. 5).

Cross uses a continuous cycle of Prepare, Recover and Respond. (See Figure 6). This is very similar to the traditional model of disaster management which includes mitigation, preparedness, response, and recover. In one statement the American Red Cross stated, “We believe that preparing is only part of the solution.” (ARC, 2013a, p. 1).

When disaster strikes, resilient communities recover fastest because their residents are trained in disaster preparedness and response; community and agency networks are in place to address needs quickly and collaboratively; pre-consideration is given to the economic impacts of disaster on both individuals and municipalities; and pre-consideration is given to ways in which those impacts can be mitigated during and after a disaster. (ARC, 2013d, p. 1).

The American Red Cross, sees a resilient community as one that can adapt to and recover from a disaster because it has the physical, psychological, social, and economic capacity to do so. In order for communities to adapt and recover they need to also have the resources and plans in place to coordinate the recovery process. Other organizations and agencies such as the Federal Emergency Management Agency (FEMA), have also acknowledged the importance of implementing a resiliency approach. FEMA has put forth a ‘Whole Community’ approach that creates a shared responsibility for increasing resiliency among individuals, their community, government, and other stakeholders. The National Academy of Sciences emphasizes that, “Bottom-up interventions—the engagement of communities in increasing their resilience—are essential because local conditions vary greatly across the country.” (Herbst, 2013, p. 10). Therefore each community must understand what vulnerabilities and strengths it has in order to understand how to best build up its capacity for adverse events in the future.

To help increase resilience at the local level the American Red Cross proposed the Community Resilience Strategy (CRS). The “overarching goal of the CRS is to empower communities to build resilience for the next disaster.” (Herbst, 2013, p. 18). The Red Cross does

not view resiliency as one specific program, but more a way of working that covers all departments of service. The main focus of the CRS is to build and strengthen current community relationships and partnerships. Community resilience requires a strong network with and among local agencies, residents, businesses and organizations. “If a community fosters these working relationships under nonemergency circumstances, it then has the critical networks and connections to effectively respond and recover when a disaster occurs.” (Herbst, 2013, p. 11). The CRS also focuses on community-led preparedness, as opposed to preparedness events led by the American Red Cross or an outside organization. This is crucial, because in order for local capabilities and resources to be fully recognized and utilized during their time of need, they need to be incorporated into the pre-planning where they already exist.

The Community Resilience Strategy has three main objectives:

1. Foster ‘connected’ communities³⁰
2. Promote ‘problem-solving’ communities³¹
3. Build ‘prepared’ communities³²

This is to be done through four phases. The first phase involves assessing current community capacity and vulnerabilities. The second phase is addressing the vulnerabilities and implementing solutions. The third phase is monitoring and evaluating and the fourth is reassessing goals and overall system improvements for best practices. The key to these four phases is that they are community-led, with the Red Cross acting as a facilitator or partner. Each community organization, group, or business will have its own capacity, resources, and vulnerabilities. The objective is to bring all of these components together to increase the overall community resiliency.

³⁰ “Foster ‘connected’ communities, in which linkages and relationships form between and across sectors.” (Herbst, 2013, p. 10).

³¹ “Promote ‘problem-solving’ communities, in which community stakeholders trust one another and are able to work together to form solutions and take action.” (Herbst, 2013, p. 10).

³² “Build ‘prepared’ communities, which have the capacity to prepare, respond and recover for any type of disaster that might occur.” (Herbst, 2013, p. 10).

Resiliency has multiple contributing factors. The three that the CRS focuses on are community preparedness, community competence, and social capital.³³ If the community can improve these three factors on some level, then the community can successfully increase its resiliency levels.

Case Study Demographic and Contextual Information

Manchester, New Hampshire:

(Refer to the Preface and Appendix E; See Figure 7 for geographical information).

Immigration has always influenced population growth and demographic diversity within the U.S., and for more than a century, immigration has played a large role in Manchester's history. Manchester is the largest city in the state of New Hampshire, with a population currently around 110,000 residents. (Ward, 2011). As of 2010 12.2% or close to 13,000 of Manchester residents were foreign-born and 18.7% spoke a language other than English at home. (Ward, 2011). This percentage is almost double that of the entire New Hampshire state which has a total foreign-born population of 6.5%, (averaging to one out of every twenty individuals being born outside the U.S.). Around half (51.8%) of those born outside the U.S., now living in New Hampshire are naturalized U.S. citizens and eligible to vote. As of 2010 there were roughly around 1.7% undocumented foreign-born residents living in New Hampshire. (American Immigration Council, 2013). In the 1890s almost half of Manchester's population was foreign-born, mostly of

³³ "Community preparedness: the ability to prepare for disaster response and long term recovery at the community level. Community competence: the ability of a community to think critically, problem-solve, form working partnerships and collectively take action to address issues. Social capital: the organizational linkages, cooperation among community segments, citizen participation, local leadership and sense of community that make up the social support mechanisms in a community." (Herbst, 2013, p. 18).

European descent. However after the mills closed and industrial economy slowed in the 1930s, immigration declined. (See Figure 8).

It wasn't until the 1980s when Manchester, as well as other towns and cities throughout the U.S. became a resettlement site for international refugees that the percentage of foreign-born individuals began to increase again. "This occurred as part of a program created by the Federal Refugee Act of 1980 that established resettlement sites in all states." (Ward, 2014, p. 3).

Between 1980 and 2012 the Refugee Resettlement Program resettled around 6,000 refugees in Manchester.³⁴ "Of all the refugees who arrived in Manchester since 1982, 7% arrived during the 1980s, 41% during the 1990s, and 40% between 2000 and 2010." (Ward, 2014, p. 3), (See Figure 9). In New Hampshire agencies such as the International Institute of New Hampshire, Lutheran Social Services for New Americans, New Hampshire Catholic Charities, churches, other nonprofits, and volunteers assist and give support to refugees when they first arrive. These agencies are under contract to provide services for 90 days, which is the U.S. government's established resettlement period.³⁵ "Refugees are encouraged to become self-sufficient as soon as possible." (UNH, 2011, p. 3). The services mainly include providing English classes and assisting the refugees in finding employment. However, some individuals may need additional services and support such as assistance with how to apply for health insurance or how to get food assistance.

³⁴In the United States, the administering offices in the Department of State and the Department of Health and Human Services fund and oversee the Refugee Resettlement Program, which is carried out by nine nonprofit resettlement agencies or voluntary agencies. Oversight within the individual states in which refugees are resettling is carried out by state refugee coordinating agencies that manage federal grants to the voluntary agencies and other community-based organizations that provide the services and resources the refugees need... The goal of the U.S. Refugee Resettlement Program is for the resettled refugees to 'achieve self-sufficiency within eight months,' with access to mainstream services an important indicator of self-sufficiency." (Ward, 2014, P. 3).

³⁵ "Refugees are allotted \$900.00 per refugee (w/an additional \$200 emergency fund) to cover the costs of housing, utilities, household goods, clothing, food, and pocket money for the first 30 days. Resettlement agencies receive \$700 per refugee for staff time and administrative costs. Staff help newly arrived refugees settle in an apartment, make and get to medical appointments, register children in school, get oriented to their community, find public transportation, look for employment, and learn English." (UNH, 2011, p. 2).

Carsey Institute found that, “if it were not for immigration, the population of Manchester would have declined from 2000 to 2010; all of its growth (+2.4%) can be attributed to immigration.” (Ward, 2014, p. 3). During this time there was an increase in foreign-born individuals who came from Asia, Africa, and the Middle East, while at the same time there was a decrease in resettlement of individuals from Europe. (See Figure 10 and Figure 11). Between 1997 and 2008 the largest group of individuals came from former Yugoslavia and former Soviet Union countries, mainly: Bosnia, Croatia, Russia, and Ukraine. The second largest group came from seventeen different countries in Africa mainly: Burundi, Congo, Liberia, Rwanda, Somalia, and Sudan. The more recent groups are of Asian and Middle Eastern origin comprised of Bhutanese, Vietnamese, Afghani and Iraqi refugees and foreign-born individuals. (Schiller, 2009, p. 6). Overall 18% of Manchester’s population is Latino or non-white, compared to 37% nationally. The Latin American-born population is around 29% and has continued to increase since 2010. Twenty-six percent of those foreign-born who live in Manchester as of 2010 are from Asia, 20% from Europe, 15% from Africa, 10% from North America, and 0.3% from Oceania. (Ward, Carsey Institute, 2014). (See Figure 12).

For Manchester, the disparities between the native- and foreign-born populations has created challenges in regards to social and economic integration. Education, poverty, and language differences continue to be the primary areas of focus.³⁶ In 2011 the City of Manchester Committee on Immigrant and Refugee Integration put forth a report called the *Manchester Task Force on Immigrant and Refugee Integration: Board of Mayor and Alderman Report*. The report looked at housing, education, basic needs, community welcoming, and volunteer agency status. The report also coincided with Manchester’s Mayor Ted Gatsas and the city’s Board of

³⁶ Significant disparities between the foreign- and native-born populations create challenges for their social and economic integration. In Manchester and across the country, these include education, poverty, and language differences. (Ward, 2014, p. 5).

Aldermen request to the State Department to halt refugee resettlement temporarily, calling for a moratorium. The purpose of the committee was to conduct research and make sure those being resettled in Manchester had the resources they needed to thrive in their new community.

Regarding housing, the report found that when refugees are resettled in Manchester it is either an agency with a U.S. government contract or relatives already residing in the area that find apartments for the new arrivals. Often these apartment are of poor quality and come with serious health risks.³⁷ Furthermore, due to language barriers many tenants do not get their security deposit back because they do not know how to file complaints or advocate for needed building repairs. (Long, et al., 2011). Schiller noted in her 2009 report on Refugee Resettlement in New Hampshire, the significant bed bug problem, which had been increasing overtime due to lack of inspections and complaint follow up. Consequently, a Bed Bug Policy was implemented and housing committees were formed. (Long, et al., 2011). However, lack of proper housing still remains a major obstacle for individuals resettling in Manchester, as well as for low income families and individuals who are native-born.³⁸

Research shows that 27% of foreign-born individuals have less than a high school level education in comparison to native-born (12%). However, 10% of the foreign-born population in Manchester has a graduate or professional degree, compared to only 8% of the native-born population. “Although the majority of immigrants older than age 25 have at least a high school diploma, the considerable educational disadvantage among the foreign-born creates more struggles for their financial well-being and economic mobility.” (Ward, 2014, p. 5). (See Figure

³⁷ “In the center city, nearly three out of every four housing units were built before 1950, compared to 26% throughout New Hampshire. An older housing stock increases the likelihood for substandard housing and exposure to environmental hazards, such as lead.” (Bazos, D., et al., 2014, p. 7).

³⁸ “From 2007-2011, there were 45,130 occupied housing units in Manchester. Half of these housing units were renter occupied, compared to 27% throughout New Hampshire...Close to 400 units lacked complete plumbing facilities with nearly 500 units lacking complete kitchen facilities.” (Bazos, D., et al., 2014, p. 22).

13). Concerning limited English proficiency, a study of the school system showed that in the year 2011, 7% of Manchester's students were limited English proficient and 12% of students came from families where English was not their home language. As of 2011, there were 62 different languages being spoken in the district. The top five languages spoken were Spanish, Nepali, Arabic and Dinka, Maay-Maay/Somali, and Bosnian. There were also 1,177 adults in English language classes. (Long, et al., 2011). Among those who are white non-Latino and foreign-born, 40% speak English, 'less than very well' compared with 70% foreign-born Latinos, 60% of foreign-born blacks, and about 50% of foreign-born Asians. (Ward, 2014, p. 7). (See Figure 14 and Figure 15). Challenges in the school system identified as inhibiting foreign-born students from increasing English proficiency and academic success include a lack of role models, lack of access to computers and computer skills, and the need for some students to work after school. Moreover, after school support programs often had few resources, and there was no assistance in navigating the public school and secondary education system, which create future career opportunities. (Long, et al., 2011, p. 5).

The Task Force report found that for some foreign-born individuals, basic needs were not being met due to lack of resources, communication, and organizations and agencies efficiently collaborating services. Basic needs include access to food, access to health care, and access to assistance programs, both public and non-public. Furthermore, different native-born groups have shown similar levels of unmet needs throughout Manchester.³⁹

City officials and some local residents have pointed out a number of problems that confront refugee resettlement, especially in terms of the lack of support services. Federal programs provide relatively little support for the refugees once they arrive here. This is particularly a problem in New Hampshire because, although it is one

³⁹ "57% of these respondents [to a community survey agreed] that neighborhood residents needed better access to after-school activities and sports for youth. Among the most commonly mentioned barriers to Educational Achievement included costs, lack of childcare, and lack of knowledge about how to access education services. Specifically, approximately 17% of respondents cited that they or their family members had a need/interest in 'GED Classes and Test Preparation' and 'Financial Aid' assistance...Additionally, respondents described a shortage of job opportunities and a lack of well-paying jobs as obstacles to economic wellbeing." (Bazos, D., et al., 2014, p. 34, 35).

of the states with the highest per capita income, this state provides few social services for any of its residents struggling to obtain education, transportation, and adequate income. (Schiller, 2009, p. 7).

Although New Hampshire is a predominantly rural and affluent state, Manchester is economically diverse, and has public health and academic challenges similar to larger urban cities throughout the U.S.⁴⁰ A 2014 Health Report stated that at least 32,000 Manchester residents lived at some level of poverty. (Bazos, D., et al., 2014). “Approximately one in four children in Manchester is living at or below the 100% of poverty threshold.” (Bazos, D., et al., 2014, p. 7). As the Carsey Institute indicates, 13% of native-born individuals and 17% of foreign-born individuals live below the poverty level in Manchester. However, the gap between the two has lessened since 2000 because of the overall U.S. economic decline and increased poverty level among native-born individuals. (Ward, 2014, p. 5). (See Figure 16 and Figure 17).

Although the contextual background focuses on statistics and the challenges most individuals face resettling in Manchester, there are many reports indicating positive changes. These changes have resulted from years of hard work that organizations, agencies, volunteers, and many other individuals have put forth. There is evidence of continued research and efforts being carried out with the aim of improving the well-being for those who resettle in Manchester.

Immigrants who have lived in New Hampshire for more than three years speak positively of their lives in their new home state. Yet, they do not forget the struggle of those first few months and years. Though each individual, each separate family and each different ethnic group experiences the integration process uniquely, there is a universality that exists in their collective experiences: the universality of difficulty in living through life-changing transitions and family upheavals; of leaving one’s homeland and all that was familiar; of not knowing how their new life will be borne out and of the stressors that will continue to accompany simple everyday living. (Chesley, 2012, p. 24).

⁴⁰ “Eight neighborhoods in Manchester are considered to be ‘Federal Poverty Areas’ as defined by having 20% or more of the resident population living below poverty. Based on 2007-2011 American Community Survey estimates, there are three neighborhoods or Census Tracts in which 40% or more of the population is living below 100% of poverty and more than 40% of residents have completed less than a high school education. In addition, five East Side center city census tracts have been designated by United States Department of Health and Human Service’s Health Resources and Services Administration Division as “Medically Underserved Areas,” and four West Side center city census tracts have been designated as “Exceptional Medically Underserved Populations”. (Bazos, D., et al., 2014, p. 8).

It is this universality of “difficulty in living through life-changing situations” that disasters and emergencies often cause. It is life-changing events that people are often most underprepared for and need community assistance. These events are the reason community resilience is important, because resilience is one of the tools that can help people not only survive, but thrive when they have nothing else. Therefore, a community must integrate everyone in the disaster plan in order to be resilient. Foreign-born individuals not only bring outside resilience skills from their own experiences, which they can teach others, but native-born community members can assist those unfamiliar with the local environment on how to best prepare and adapt.

*American Red Cross, New Hampshire:*⁴¹

In 2014, the American Red Cross of New Hampshire celebrated its 97th year offering community support and services. “[The] Red Cross of New Hampshire has been an integral part of the community, responding to emergencies, working with Armed Forces and preparing for major disasters through its traditional activities of fund raising and the generosity of donors.” (ARC, 2013c, p. 2). In 2012 the New Hampshire Red Cross started the process of combining its different chapters throughout the state into a more cohesive unit. This was part of a national reengineering and restructuring process. This process was put in place to improve the

⁴¹ “We believe in New Hampshire. We believe that its success depends on the people who live in it. That everyone has something to contribute. That community readiness is vital to its success. That everyone deserves to be treated with dignity and respect. That diversity is vital. That every person has value. That needing help and offering help go hand in hand. That a safe supportive community is everyone’s responsibility.” (ARC, 2013c, p. 2).

organization's overall ability to deliver services across the disaster cycle.⁴² With this restructuring came an improved focus on readiness and community preparedness.

The New Hampshire Goal for Readiness as outlined in its strategic plan is to, "consistently be prepared to provide quality and relevant services during times of disasters." (ARC, 2013c, p. 13). These results were seen in 2012 when the New Hampshire Red Cross trained, "22,043 people in CPR, first aid, water safety, use of automated external defibrillators, childcare, pet first aid, and care giving, and helped prepare nearly 7,000 individuals for disasters through its community disaster education initiatives." (ARC, 2013c, p. 13). The New Hampshire Red Cross also worked to increase the effectiveness of its Response Plans and Goals. In 2012, the New Hampshire Red Cross responded to, "approximately 297 disaster events helping some 717 clients. ... [These] services ranged from home fires that affect a single family to hurricanes that affect tens of thousands, to floods that affect hundreds." (ARC, 2013c, p. 15).⁴³

American Red Cross International Services Department:

The American Red Cross (ARC) International Services Department (ISD) works both internationally and domestically. Internationally, the ISD responds to disasters and supports the International Federation of Red Cross (IFRC). The ARC also works internationally to teach

⁴² "Driving the need for this change was the fact that, over the past four years, the Red Cross had dramatically changed its business model. It had departed from a landscape of almost 800 chapters acting semi-independently, each with its own profit/loss statement, close governance by local boards and minimal sharing of resources and back-office functions. When any disaster occurred in one of these chapters, the national organization assumed control of the response and directed forces on the ground, frequently importing volunteer and employee resources from across the country. The new chapter business model has established a management structure around seven geographic divisions, each led by a division vice president and rationalizing the chapter structure into regions with larger areas of functional and geographic responsibility. We have introduced increased standardization of service delivery, consolidated back-office functions, and have begun to increase the skills and professionalism of region-level resources." (ARC, 2013c, p. 12).

⁴³ "In these events, the Red Cross provides shelter, food, health and mental health services to help families and entire communities get back on their feet. Although the Red Cross is not a government agency, it is an essential part of the response when disaster strikes. The New Hampshire Red Cross works in partnership with other agencies and organizations that provide services to disaster victims." (ARC, 2013c, p. 15).

preparedness education, provide trainings, and implement disease reduction campaigns. (ARC, 2011). Domestically, the ARC International Services focuses on Restoring Family Links (RFL), International Humanitarian Law (IHL), and the Measles & Rubella Initiative. The Measles and Rubella Initiative campaign is generally carried out by National Headquarters as it is closely linked to international ARC teams. Restoring Family Links (RFL) and International Humanitarian Law (IHL) are the two main services offered domestically. Although domestic, both RFL and IHL intersect with corresponding programs internationally. There are other domestic programs International Services focuses on, but these vary from region to region throughout the U.S. The main purpose of RFL is to connect individuals in the U.S. with family members in other countries after they have been separated by a disaster or conflict. The ARC works with the National Red Cross/Red Crescent Society in the corresponding country to locate and communicate with individuals. (ARC, 2014). The main purpose of IHL is to disseminate information on the laws of war. This program has worked with law students discussing the Geneva Convention to currently focusing on an Action Campaign which teaches youth the importance of humanity in conflict and bringing awareness to world issues. Both RFL and IHL are mandated services that each domestic ARC office must provide.

New Hampshire, International Services Department

NH International Services Department Overview and Initial Development:

The International Services Department, originally was under the supervision of the Planning, Exercise, International Services, and Disaster Program Manager for the Southern NH Territory. However, in December of 2013 this position became vacant leaving International Services

without a manager. I was offered the International Services Department Lead, a new volunteer position, which required overseeing the basic services currently provided. This included RFL casework and trainings on IHL. Moreover, the position was flexible, allowing for further department developed including the expansion of resources and overall capacity. This allowed for the planning and implementing of community-based needs services and reconfiguring the department structure.

In order to create a more cohesive structure for the department, and begin developing goals and objectives, I first needed to learn about the community of focus and the American Red Cross organization. I began my initial focus for International Services development in Manchester, NH. Although, the position is responsible for the entire state, Manchester is a critical location to begin outreach work and community building. Manchester is the largest city in NH with the highest percentage of intercultural communities and organizations.⁴⁴ After making this decision, my first priority was to collect general information on the demographics, local organizations, services being offered, and cultural groups in the area to gain a better understanding of the Manchester community. To learn about the NH ARC disaster services and other departments, I used the ARC's internal resource website hub, maintained by NHQ to assist volunteers and staff with implementing ARC services.⁴⁵ Next, I began connecting with local organizations to discuss what they thought some of the community needs were and where the Red Cross fit into filling those needs. To meet with individuals and organizations in the community I started attending the Community Advisory Board (CAB) meeting, which was held

⁴⁴ Concord, Nashua, Keene, and Laconia also have larger populations of intercultural communities due to the resettlement of refugees, (as discussed in the contextual overview of Manchester). However, due to time constraints and limited capacity, most of the research done for this capstone took place in Manchester, NH.

⁴⁵ I also did general research on disaster response as it was very new to me and met with different individuals within the NH ARC to discuss roles and services. I took several trainings both in the classroom and online. As I did not have extensive experience being in a large scale disaster, I took a Community Emergency Response Team (CERT) three-day course where we had simulations on triage, search and rescue, and emergency response first aid.

monthly at the Manchester Police Station. The CAB meeting focused on all urgent matters that happened in the city regarding vulnerable populations. Many of Manchester's cultural and ethnic group leaders as well as community-based and non-profit organizations attend this meeting. Many government and city officials also join the meeting, which ranged from the Police Chief, Director of Youth Services, and representatives from the FBI, the governor's office, and the health, school, and state departments.

I also became part of the Immigrant Integration Initiative as the NH ARC representative. The initiative focus is to bring both foreign-born and native-born individuals in Manchester together as residents. It is a collaborative comprised of different organizations and groups that provide services and support throughout the community. Most of the organizations involved have extensive experience working with resettled refugees and foreign-born individuals or are groups comprised of individuals who identify themselves as foreign-born. The Immigrant Integration Initiative started in December 2013. As referred to in the Demographic and Contextual Information section on Manchester, there have already been committees and groups established that oversee different aspects of refugee and immigrant affairs in NH. However, this initiative is set to specifically bring people together with the aim of community development on all sides through. This is seen as the most influential approach as not all issues are one sided.

After getting involved in the community, I began to internally assess all resources and materials that were available and strategize how to rebuild the IS volunteer team. This process was started by sending an initial email to all NH volunteers listed as having had past interest in International Services. I then worked from the responses I received to begin contacting individuals about availability, particular interest, and related past experiences in regards to ISD. I also visited many of the NH Red Cross offices and searched through all of the materials related

to International Services. Much of which was extremely outdated, but nonetheless I took stock of what we had. Through online materials, course trainings, meeting with staff, and a three day Community Emergency Response Team (CERT) Certification Course, I was able to better understand what services NH ARC provided and connect them with intercultural community needs and potential outreach opportunities.

Goals and Objectives:

After gaining a general understanding of the Manchester intercultural community and the NH ARC services, I was able to develop three key focus areas and a general goal for the department.

Three 'Focus Areas':

1. Department Development and Capacity Building
2. External Development
3. Internal Development

The focus areas need to be developed simultaneously because they are innately connected.

However, each focus area retains its own projects and initial goals. The department goal, (formed after my initial outreach to the community and learning of ARC applicable services), was to increase community resilience by developing and implementing disaster and emergency services to intercultural communities in NH. In order to reach this, the ISD needed to be: sustainable as a volunteer lead department; information had to be transparent and continually evaluated with the required adjustments made; and the department had to be efficient, with each function maintaining a purpose based on the need of the community.

The three focuses organized the ISD into manageable sections and helped define the department structure and services needed for achieving the goal. The department development

and capacity building focus was on building the ISD volunteer team, developing department resources, organizing information and logistics, and coordinating with other offices and departments about internal and external ISD developments. The Internal Development focus was to create a general awareness among NH ARC staff and volunteers about the ISD, conduct trainings and events that focus on intercultural issues, and coordinate with other disaster services on how to implement best practices that are inclusive of all individuals. The External Development focus was to establish a network with outside organizations and groups, disseminate information about ISD services, and develop an intercultural disaster preparedness education.

Department Development and Capacity Building:

After creating the initial focus and goal for the department, the next step was to create an organized internal structure and develop a volunteer team to help implement the ISD projects and services. The ISD needed to develop a volunteer team to fill leadership roles to oversee the different functions and services. Volunteers were asked to lead internal and external projects as they formed. Creating project outlines for the volunteers was meant to give more structure and consistency to the work being done. Some of the projects would be continuous, while others would be temporary. The project descriptions needed to outline the purpose and expectations for each project. Volunteers were allowed to make changes as the outline were only guides. This would allow the volunteers to have freedom to individualize their volunteer experience to what they were most passionate and interested in. As volunteers took on projects and began overseeing different areas of IS, I created position descriptions to further outline what roles and responsibilities each volunteer would have. I created a department chart that outlined the roles

and positions to give a general overview of how the department functioned as a whole. However, the first department structural outline I created incorporated more roles and projects than we had the capacity for and needed to be adjusted. (See Figure 18). The second department structure outline merged the essential responsibilities under the main roles and positions. (See Figure 19).

The charts main purpose was for me to visually see where positions best fit in the department based around the three main focus areas. The charts were also useful in sharing with volunteers and other staff members the ISD direction of development. It was very important that there was transparency and open communication around the department development. One of the reasons why I feel there is such disconnect in the Red Cross departments is due to the lack of communication and understanding of processes between volunteers and staff. Many resources are available online, but only if volunteers are self-motivated to teach themselves and actively get involved, otherwise there are few resources to help engage each volunteer. This is the rationale behind my openness and need for clarity regarding all International Services components. I did not want to overwhelm volunteers and other staff, but I strongly felt that the more organized I could make the information, including how volunteers were able to access it, there would be less confusion. This would create greater department cohesion through improved communication and knowledge sharing.

Internal Development

The main purpose of the internal development was to create awareness on ISD, the local intercultural communities, and implement best practices in current disaster services to include individuals who are foreign-born. These internal developments were implemented as shown in the outline below.

- a.** Create Information Database
 - i.** Assessable, user friendly, updated
- b.** ISD Internal and External Community Calendar and Events
 - i.** Social Media
- c.** Internal Awareness About ISD
 - i.** *Weekly Friday development conference calls*⁴⁶
 - ii.** Direct service monthly meetings with each office location
 - iii.** Bi-Monthly International Services Development Conference Calls
- d.** Internal Awareness About NH Intercultural Communities
 - i.** Weekly Friday Development Calls
 - ii.** ISD calendar of community events
 - iii.** Bi-Weekly Volunteer Newsletter
- e.** Internal Awareness on International Issues and IFRC
 - i.** *World Red Cross Red Crescent Day*⁴⁷
 - ii.** Social media world updates on international issues, (NH ARC Facebook, twitter, blog.)
 - iii.** Weekly Friday development conference calls
- f.** Trainings On Cultural Sensitivity
 - i.** ARC Diversity Training
 - ii.** RFL Monthly Development Conference Calls
 - iii.** IHL training
- g.** Language Services
 - i.** Implement disaster interpreter services
 - ii.** Language Line Solutions
 - iii.** Shelter language resources
 - iv.** DAT response language resources

Internal Development encompassed multiple awareness building projects and activities. One project included leading the International Services updates on the Friday Regional Calls. During this conference call, open to all volunteers in the state, International Services could discuss both global Red Cross and Red Crescent responses and issues as well as local NH intercultural news and events. The Friday Regional Call allowed volunteers and staff to hear information they would not hear elsewhere.⁴⁸ International Services also held the first Red Cross Red Crescent Day event to promote awareness and communications around local communities and global issues.⁴⁹ The department coordinated with the IFRC in Geneva to get special pins for the

⁴⁶ See Appendix E: Weekly Regional Calls Project Description

⁴⁷ See Appendix E: World Red Cross Red Crescent Day Event Outline.

⁴⁸ See Appendix E: Regional Weekly Friday Call Project Description

⁴⁹ See Appendix E: World Red Cross and Red Crescent Day Event Outline

occasion and gave them to all of the participants. This allowed people to continue the discussions after the event with other volunteers as the pins were only given at that event. We featured a film with a discussion on the resettlement process and the challenges individuals face being in a new country. We also had one volunteer speak of their own resettlement experience. The purpose of the event was to give volunteers who respond to both small and large scale disasters a better understanding of how to best respond to intercultural community needs.

External Development

The main purpose of the external development was to create awareness on ISD, the local intercultural communities, and implement best practices in current disaster services to include individuals who are foreign-born. These internal developments were implemented as shown in the outline below.

- a. Build Relations with Community Partners**
 - i. Community Advisory Board meeting (CAB)**
 - ii. Immigrant Integration Initiative (III)**
 - iii. Organization, group, resource, and individual contact list for the state**
- b. Build Community Awareness Of ARC and ISD Services and increase ARC Community Involvement**
 - i. Create multilingual materials and resources for public presentations**
 - ii. Help organize NH's World Refugee Day**
 - iii. Attend outside organization events, (World Turkish Day, Women's International Day, Intercultural at Risk Youth Graduation, etc.)**
 - iv. Rebuild, build community trust**
- c. Build RFL Capacity**
 - i. RFL resource folders**
 - ii. Network phone tree**
- d. Preparedness Education**
 - i. Partner and collaborate with local organizations, agencies, and groups (III, LSS, ORIS, Manchester Health Department, International Institute of New England, and the Department of Refugees and Minority Affairs)**
 - ii. Develop culturally sensitive and appropriate curriculum materials to be taught in established ELL classrooms and other meeting areas for recently resettled individuals.**
 - iii. Teaching about NH ARC resources and services**
 - iv. Fire Safety**

- v. Winter Weather
- vi. Common NH Disasters and resources and services available
- vii. Emergency and Safety Kits
- e. Whole Community Disaster Plans
 - i. Address social vulnerabilities in disaster cycle

The focus of external development was on community outreach and involving individuals and groups not normally included in NH ARC targeted services. These services also had to be client-focused, as they would be based on the needs of the community. After initially meeting with different community organizations and groups, preparedness education and the dissemination of information on ARC services through community outreach, became the main objectives for external development. Included in the dissemination of information, Restoring Family Links (RFL) was a priority service often needed, but not widely known to the community. The first objective was to bring ARC services to intercultural populations who were not currently being reached. Not only did the services need to be extended to groups not being reached, but they needed to be modified to be culturally sensitive in their language, context, and delivery. As Eisenman writes, “an intervention delivered through a culturally targeted program using community engagement and informal social networks significantly increased disaster preparedness in this difficult-to-reach population.” (2009, p. 515). Therefore, all resources and materials needed to be translated into frequently used languages that described the content in a culturally appropriate way.

Preparedness refers to community preparedness education, trainings and workshops that often times reach majority populations, but fall short of impacting foreign-born groups. The NH ARC would work with organizations and intercultural groups to develop a best practice preparedness education curriculums. These curriculums would then be integrated into preexisting classes, gatherings, and trainings offered by local organizations. These local organizations have

built relationships and developed trust within the community as well as the have the resources and capacity to provide local accessible space and interpreter's as needed. The ARC would support these organizations by providing the information and training around disasters and best practices for before, during and after an emergency. Together the NH ARC and the local organizations would come up with a curriculum that is culturally appropriate, communicated in a way that the individuals learning the material can best understand, and it is taught in an environment that is comfortable to ask questions and explore preparedness. For many people preparedness education cannot be fully learned in one class, but it takes multiple classes to integrate the information into daily lives in ways that are realistic to the individuals learning.

“The small-group, interactive approach ... is believed to have helped participants to develop specific plans. An emergency communication plan requires discussion about likely disaster scenarios and communication and agreement among family members. ...[S]mall group discussions may provide needed assistance in clarifying uncertainties and misunderstandings regarding communication plans.” (Eisenman, 2009, p. 515, 516).

Currently, preparedness education materials for the intercultural communities in NH are in progress. By the end of 2014, the goal is to have the information needed to begin working with outside organizations on creating the preparedness curriculums and by 2015 begin the implementation of the preparedness education initiatives.

Conclusion

With continuous demographic changes in all regions of the U.S. it has become crucial that every American Red Cross has a department equipped with the skills, volunteers and resources to provide the support and services intercultural communities need. Although immigration has a long-standing history in Manchester, many people do not consider about how intercultural

communities fit into emergency and disaster management. Furthermore, in NH, due to reduced resources and funding within the ARC, the development of the International Services Department has remained a secondary focus after other disaster services. This has hindered the department's ability to bring necessary services to intercultural communities that need them.

Communities will always be changing, as seen in the early 1900s when large numbers of European immigrants resettling in Manchester and now with today's foreign-born communities originating from all populated continents. Furthermore, as seen through the increase in disasters and emergencies, the environment in which communities live is also continuously changing. Therefore, it is how a community responds to these changes that will make the difference in long-term positive development. If a community can adapt and be resilient then it will overcome the challenges of change. However, for a community to be fully resilient, it must include all members, therefore incorporating immigrant and refugee needs and social vulnerabilities into disaster planning and preparedness education. "National policy documents recognize that preparedness maximizes the potential for resilience when vulnerable communities are struck by disaster and that resilient communities begin with prepared individuals and families." (Eisenman, 2009, p. 516). Long-term positive development depends upon improved community response to emergencies and disasters. Disaster management organizations are tasked with the role of helping individuals and families be prepared for these changes. It is the organization that must shift its methods of preparedness and disaster risk reduction (DDR) to best fit its intended communities and not the other way around. It is the combination of external resources, trainings provided by disaster management organizations, and a community's internal adaptive capacity that strengthens resilience. It is through the development and implementation of individual and

community resilience that will be the deciding factor in how future generations adapt best to change.

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APPENDIX

Appendix A: Key Terms and Definitions

Ability

– is capacity or capability based on different human, psychological, social, financial, physical, natural or political assets. The resilience approach acknowledges that there is always capacity in people or communities. The objective of resilience strengthening is to increase this capacity to withstand the effects of adversity.” (IFRC, 2012a, p. 7).

Adaptation

– is the, “adjustment in response to actual or expected (climate) change, to reduce negative impacts or take advantage of opportunities.” (IFRC, 2007, p. 128).

Adaptive Capacity

– “refers to the ability of the actors in a system to influence or manage resilience” (Berkes, 2007, p. 287).

Climate Change

– Any change in climate over time. In principle, climate change can be due to natural processes or a result of human activity. The media often refers to “global warming” (an increase in the average temperature of our planet), which is actually just one manifestation of global climate change. Other manifestations include changes in rainfall patterns and in the frequency or intensity of extreme weather events. In the context of the United Nations Framework Convention on Climate Change (UNFCCC), the term is linked to human activities that alter the composition of the atmosphere, particularly greenhouse-gas emissions due to burning of fossil fuels. (IFRC, 2007, p. 128).

Capacity (Development/Building)

– Capacity development is the process by which individuals, organizations, institutions and societies develop abilities to perform functions, solve problems and set and achieve objectives. (UN, 2006, p. 7).

Community

– “an entity that has geographic boundaries and shared fate. Communities are composed of built, natural, social, and economic environments that influence one another in complex ways.” (Norris, 2008, p.128).

Community Resilience

– “The capacity of a system, community or society to resist or to change in order that it may obtain an acceptable level in functioning and structure. This is determined by the degree to which the social system is capable of organizing itself and the ability to increase its capacity for learning and adaptation, including the capacity to recover from a disaster.” (UN/ISDR, 2002, p. 24). (O’Brien, 2006, p 71).

– A community that possesses the physical, psychological, social and economic capacity to withstand, quickly adapt, and successfully recover from a disaster. In other words, a community that is able to “bounce back” from a disaster— whether natural or human-caused—in a healthy and timely manner is resilient. (Herbst, 2013, p. 142).

Community Resilience Strategy (CRS)

– The process of collaborating with community stakeholders in networks to identify local preparedness needs, resources and priorities, and to take action to strengthen preparedness and resilience in those communities. (Herbst, 2013, p. 143).

Complex Disaster

– A disaster that has no single root cause (such as a storm) but emerges due to a combination of factors, which may involve an extreme weather event, conflict and/or migration, environmental degradation and other issues. Complex emergencies are becoming more likely due to climate change, which may alter hazards and amplify underlying vulnerabilities. (IFRC, 2007, p. 128).

Disaster

– A situation in which the impact of a hazard (such as a storm or other extreme weather event) negatively affects vulnerable individuals or communities, to a degree that their lives are directly threatened or sufficient harm is done to economic and social structures to undermine their ability to survive or recover. (IFRC, 2007, p. 128).

– “a potentially traumatic event that is collectively experienced, has an acute onset, and is time delimited; disasters may be attributed to natural, technological, or human causes.” (Norris, 2008, p.128).

– “A serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impacts, which exceeds the ability of the affected community or society to cope using its own resources” – UNISDR Terminology and Disaster Risk Reduction 2009.” (UNISDR, 2012, p. 9).

Disaster Management

– A systematic process of implementing policies, strategies, and measures to reduce the impacts of natural hazards and related environmental and technological disasters. This includes, among other things, disaster risk reduction, preparedness, response, recovery and rehabilitation. (IFRC, 2007, p. 128).

Disaster Preparedness

– Activities that contribute to the pre-planned, timely and effective response of individuals and communities to reduce the impact and deal with the consequences of a (future) disaster. (IFRC, 2007, p. 128).

Disaster Risk Reduction (DRR)

– “is the concept and practice of reducing disaster risks through systematic efforts to analyze and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events.” (UNISDR, 2012, p. 3).

– Measures at all levels to curb disaster losses, through reducing exposure to different hazards, and reducing the vulnerability of populations. Effective disaster risk-reduction practices use a systematic approach to reduce human, social, economic and environmental vulnerability to natural hazards. (IFRC, 2007, p. 128).

Foreign-Born

– Immigrant and foreign born are used interchangeably. Both refer to those who were born outside of the country and moved to the U.S. The U.S. Census uses the term foreign-born population, but political debate and popular discussion refer to immigration. (Ward, Carsey, 2014, p. 2)

Hazard

– A potentially damaging physical event that may cause loss of life or injury, property damage, social and economic disruption or environmental degradation. (IFRC, 2007, p. 128).

– Something that can endanger people and their environment if precautions are not taken.

Hazards can be natural or human caused, ranging from an event such as an earthquake, to a chemical spill, or even a terrorist attack. (Herbst, 2013, p. 143).

Immigrant

- Refers to foreign-born individuals who have moved to New Hampshire permanently for work (either with or without documentation) or who have come to New Hampshire for humanitarian reasons (refugees and asylees). (Chesley, 2012, p. 3).
- see Foreign Born.

Mitigation

- Measures aimed at moderating or reducing the severity of disaster impact. They include such things as building retention walls, water reservoirs, and reforestation to avoid landslides. From the perspective of the climate change community, these measures would be labeled as “adaptation” because they help reduce the negative impacts of climate change. (IFRC, 2007, p. 128).

Preparedness

- The ability to prepare for disaster response and long-term recovery at the community level. Community preparedness is a critical aspect of resilience. (Herbst, 2013, p. 142).

Refugee

- “are a subset of the immigrant population and are defined as those who are admitted to the U.S. because of persecution in their homeland due to race, religion, nationality, membership in a particular social group, or political opinion. The U.S. has been participating in worldwide refugee resettlement efforts since 1980, and refugees often live in a third country before coming to the U.S. The number of refugees depends on conflicts in other parts of the world and on U.S. policy.” (Carsey, 2014, p.2)
- *General public definition often used:* “someone who is forced to flee his or her home and community to escape war, violence, political or religious persecution, or disaster.” (Carsey, 2014, p.2).
- *The United Nations definition:* “a person who, owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country” (United Nations High Commissioner for Refugees 2007). The UN definition excludes all those forced to leave home because of devastation of flood, drought, earthquake, volcano, or tsunami, no matter how devastating the circumstance. It also excludes those who flee from civil war, invasion, or dictatorship, unless the individuals fleeing a government are recognized as political opponents or members of a persecuted group.” (Glick Schiller, 2009, p. 8).
- *U.S. government definition:* “A person is eligible for U.S. resettlement only if he or she has a particularly compelling history of persecution; or is a member of an ethnic or religious group that is considered by the U.S. to be of ‘special humanitarian concern’ (for some groups, only those with relatives in the U.S. are eligible); or is the spouse, unmarried child under 21, or parent of a refugee who has been resettled in the U.S.” (Cultural Orientation Resource Center 2009).” (Glick Schiller, 2009, p. 8).

Resettlement

- The selection and transfer of refugees from a State in which they have sought protection to a third State which has agreed to admit them – as refugees – with permanent residence status. The status provided ensures protection against refoulement (expel or return) and provides a resettled refugee and his/her family or dependents with access to rights similar to those enjoyed by nationals. Resettlement also carries with it the opportunity to eventually become a naturalized citizen of the resettlement country. (UNHCR, 2011, p. 416).

Resilience

– “is the ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions.” (Geneva, 2009). (UNISDR, 2012, p. 3).

– “A process linking a set of adaptive capacities to a positive trajectory of functioning and adaptation after a disturbance.” (Norris, 2008, p. 130).

Resources

– “Are those assets in place that will diminish the effects of hazards.” (Flanagan, 2011, p. 3).

– “Objects, conditions, characteristics, and energies that people value.” (Norris, 2008, p. 130).

Risk

– “Is the likelihood or expectation of loss.” (Flanagan, 2011, p. 3).

Social Capital

– “The basic idea of social capital is that individuals invest, access, and use resources embedded in social networks to gain returns.” (Norris, 2008, p. 137).

– The organizational linkages, cooperation among community segments, citizen participation, local leadership and sense of community that make up the social support mechanisms in a community. (Herbst, 2013, p. 143).

Social vulnerability

– “is a catchall phrase that has become part of the discussion related to how social and cultural conditions place some at higher risk to environmental impacts such as climate change or natural hazards.” (Morrow, 2008, p. 4).

– “Social vulnerability refers to the socioeconomic and demographic factors that affect the resilience of communities.” “Effectively addressing social vulnerability decreases both human suffering and the economic loss related to providing social services and public assistance after a disaster.” (Flanagan, 2011, p. 2).

Vulnerability

– “Is the extent to which persons or things are likely to be affected.” (Flanagan, 2011, p. 3).

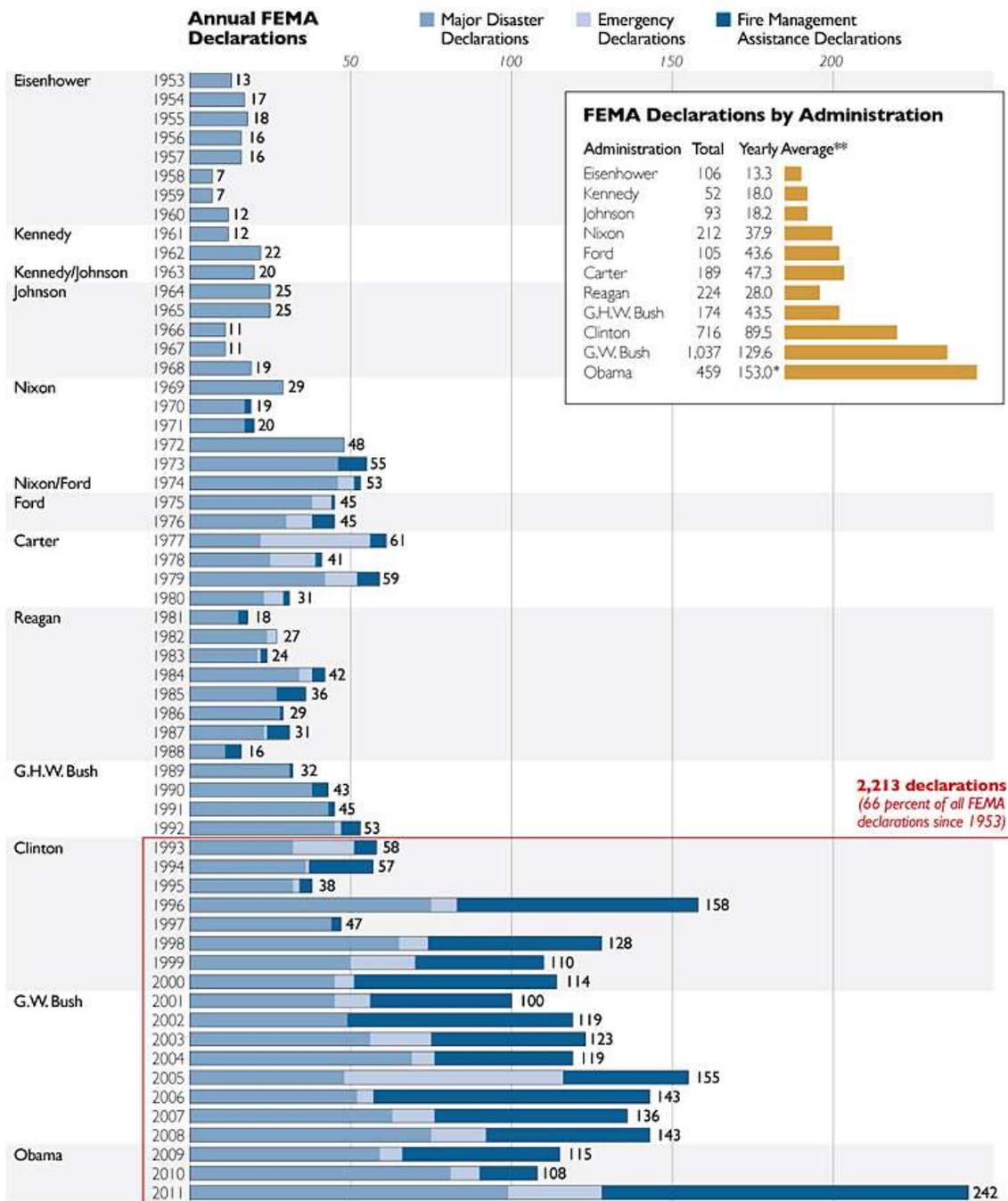
– The susceptibility of a community to a hazard and the prevailing condition, including physical, socio-economic and political factors, that adversely affects its ability to respond to hazards or disaster events. (Herbst, 2013, p. 143).

Appendix B: List of Manchester Organizations and Community Groups

ORIS – Organization for Refugee and Immigrant Success (New Hampshire)
LSSNE – Lutheran Social Services of New England
IINE – International Institute of New England
UNH –University of New Hampshire Manchester
LYN – Love Your Neighbor (New Hampshire)
NAA – New American Africans (New Hampshire)
ASPIR International – Association of Sports for the Improvement of Refugees & Returnees
W4WC – Women for Women Coalition (New Hampshire)
NHAIR – New Hampshire Alliance of Immigrants and Refugees
YWCA NH – Young Women Christian Association New Hampshire
HCFLC – Holy Cross Family Learning Center (New Hampshire)
SDNH - Spark the Dream New Hampshire
NHCC – New Hampshire Catholic Charities
MHD – Manchester Health Department (New Hampshire)
NH DHHS –New Hampshire Department of Health and Human Services
OMHRA – Office of Minority Health and Refugee Affairs (New Hampshire)
EFH – Endowment for Health (New Hampshire)
MFD – Manchester Fire Department (New Hampshire)
OYS – Office of Youth Services (Manchester, NH)
BCNH – Bhutanese Community of New Hampshire
IANH – Indian Association of New Hampshire
SBCANH – Somali Bantu Community Association of New Hampshire
ISGM – Islamic Society of Greater Manchester (New Hampshire)
AAFNH – Arab American Forum New Hampshire
FACNH – Franco American Center of New Hampshire
NHCSCL – New Hampshire Chinese School of Culture and Language
TCCNH – Turkish Cultural Center of New Hampshire
WACNH – World Affairs Council New Hampshire
CCNH – Congolese Community of New Hampshire
NH ORR – New Hampshire Office of Refugee Resettle
ENA – English for New Americans
Saint Anselm College, Meelia Center for Community Engagement

Appendix C: Graph of U.S. Nationally Declared Disasters

FEMA Declarations, by Year and by Presidential Administration



* Based on data through January 19, 2012. ** Figures are prorated for Kennedy, Johnson, Nixon, and Ford Administrations.

Note: Annual totals may not add up to presidential totals during the same time period due to the January 20 inauguration date.

Source: FEMA Disaster Search database, at <http://www.fema.gov/femaNews/disasterSearch.do?action=Reset> (January 20, 2012).

Appendix D: International Federation of Red Cross Red Crescent Seven Strengths and Seven Characteristics of Resilience

The Road to Resilience: Bridging Relief and Development for a More Sustainable Future IFRC Discussion Paper on Resilience – June 2012

IFRC Seven Steps on How to Strengthen Resilience:

1. Accepting people must come first

Resilience is not something outsiders can do or bring to individuals or communities. The starting point for any humanitarian or development support must be recognition and appreciation of the efforts of individuals and their households and communities to strengthen their own resilience. (IFRC, 2012a, p. 13).

2. Respect local ownership

Local ownership, assets and capacity must be fully respected and relations with local government and other local actors strengthened. Dependency on outside support or substitution should be avoided as much as possible. (IFRC, 2012a, p. 14)

3. Comprehensive cross sector assessments, planning and implementation

Understanding the diverse underlying causes of vulnerability and disaster and crisis risks requires holistic assessments, planning and implementation across various sectors. (IFRC, 2012a, p. 14)

4. Long term perspective

Strengthening resilience does not happen overnight and requires long-term engagement and investment. (IFRC, 2012a, p. 15)

5. Working in partnership

Creating and brokering relevant partnerships or advocating for support, especially in areas which are not in the core of Red Cross Red Crescent expertise or mandate. Resilient communities cannot be achieved solely with Red Cross Red Crescent support, but we can play an important role in facilitating support from a range of stakeholders. (IFRC, 2012a, p. 16)

6. Know the limits

Acknowledging that strengthening and sustaining resilience is not possible in all contexts at all times (e.g. due to access or resource issues). Even in these contexts it must be ensured that the intervention is not undermining resilience and rather contributes (even if at small scale) towards resilience. (IFRC, 2012a, p. 16)

7. Strengthen disaster laws and policies

The legal framework should mandate involvement by vulnerable people and their communities, Red Cross Red Crescent, civil society and the private sector in risk reduction. Strengthened laws and policies will support allocation of adequate funding for work with vulnerable people and their communities, risk mapping, access to disaster information, development planning, enforceable building codes and land use planning, and accountability for results. (IFRC, 2012a, p. 16)

IFRC Seven Characteristics of a Resilient Community:

1. A resilient community is knowledgeable and healthy. It has the ability to assess, manage and monitor its risks. It can learn new skills and build on past experiences. (IFRC, 2012a, p. 17).
2. A resilient community is organized. It has the capacity to identify problems, establish priorities and act. (IFRC, 2012a., p. 18).
3. A resilient community is engaged in the development of local policy for reducing risks. (IFRC, 2012a, p. 19).
4. A resilient community is connected. It has relationships with external actors who provide a wider supportive environment, and supply goods and services when needed. (IFRC, 2012a, p. 20).
5. A resilient community has infrastructure and services. It has a strong system in place to help mitigate for instance climate change. It has the ability to maintain, repair and renovate the system. (IFRC, 2012a, p. 21).
6. A resilient community has economic opportunities. It has a diverse range of employment opportunities, income and financial services. It is flexible, resourceful and has the capacity to accept uncertainty and respond (proactively) to change. (IFRC, 2012a, p. 22).
7. A resilient community can manage its natural assets. It recognizes their value and has the ability to protect, enhance and maintain them. (IFRC, 2012a, p. 23).

Appendix E: International Services Department Documents and Materials

Regional Weekly Development Calls Project Description

Project Timeline: Continuous, weekly

Project Name: Weekly-Friday Calls

Purpose: Keep people updated on International Services locally and globally.

Description:

- Report out on international, national and local events, issues, stories and other points of interest.
- This call can be used to inform other Red Cross volunteers and staff about:
 - Community outreach opportunities.
 - Where the IFRC and American Red Cross is working internationally and what they are doing.
 - What is happening in the local intercultural community?

Work already completed on project: See past weekly reports already done

Expectations/ Final Product:

- 5-7min. report out on weekly happenings for IS.
- Send information regarding the events of the week to Marsha or Southern Disaster Chair (the individual who is running the call) to incorporate into the weeks call presentation.
-

What it will be used for: updating weekly information and events to other NH Red cross volunteers and staff.

Contact for assistance/ Reports to: RFL and IHL Coordinators, individual who is running the weekly call, EMA/NGO Manager, IS Program manager

Due Date: Every Friday at 12 pm, send pre-information by Thursday to individual running the call so they can incorporate it into the presentation if needed.

World Red Cross Red Crescent Day Event Outline

Facilitator: Sarah Romac, International Services Department Lead

World Red Cross Red Crescent Day – May 8th, 2014

Film Screening and Discussion: ‘God Grew Tired of Us’

EVENT (2 hours)

People arrive:

-Snacks + drinks (5 min.)

-or as information is given...will be distracting, but will give more time for discussion?

Pre-Film Information Session: (8 min.)

What is World Red Cross Red Crescent Day

-describe in one or two sentences the history, IFRC and ICRC.

-Give handout packet with brief information on definitions and relevant topics, etc.

U.S.2013_infograph

RFL_ICRC Overview_English

RFL_NH Region Report_yr2013

EnglishFS

RFL PicFlyerENGLISH

InternationalEmergencyResponsesUpdate_2013-10-31 t

FY13GlobalImpactFoldOutMap

HumanitarianNetworkBrochure

MOVEMENT at_glance-en

“May 8th is the birthday of Henry Dunant who founded the idea of the Red Cross in 1859. World Red Cross Red Crescent Day is in celebration of over 150 years of humanitarian work in 189 countries. Today, the global Red Cross and Red Crescent network is comprised of more than 13 million volunteers and assists more than 300 million people worldwide each year.”

“The global Red Cross and Red Crescent network is known as the international Red Cross and Red Crescent Movement which is made up of two main organizations. These include the The International Federation of Red Cross and Red Crescent Societies (IFRC) and the International Committee of the Red Cross (ICRC).”

“The International Federation of Red Cross and Red Crescent Societies (IFRC) is a global humanitarian organization, which coordinates and directs international assistance following natural and man-made disasters. The IFRC works with National Societies in responding to catastrophes around the world.”

“The International Committee of the Red Cross (ICRC) is an impartial, neutral and independent organization whose exclusively humanitarian mission is to protect the lives and dignity of victims of war and internal violence and to provide them with assistance. The ICRC is responsible for directing and coordinating the Movement's international relief activities during situations of conflict.”

“The American Red Cross responds to many international disaster as well as works to help communities become more prepared and resilient for the future.”

(Give/refer to handout with two American Red Cross maps showing international response effort)

InternationalEmergencyResponsesUpdate_2013-10-31 t

FY13GlobalImpactFoldOutMap

RFL (2 min.)

-describe RFL in a few sentences

-perhaps flowchart on process of how it works, etc. (could be on the back of IFRC handout)

Questions

EnglishFS

-give out ‘post its’ for discussion at end

Film: (1:30)

-prep people about film; brief background (film explains conflict)

-should we give questions beforehand so people have them and can be thinking about them during the film or should we just highlight what topics might be important and write them on the whiteboard?

Post-Film Discussion: (17 min.)

-discussion questions (hand out questions before film is over so people have them, save time)

-open discussion, questions are guidelines to help people think about responses to film.

- Suggestion box for future IS events or "want to know more about" information, etc. at end of event as people exit. (Handout card or something at beginning so people can write this throughout.)

God Grew Tired of Us - Discussion Questions

God Grew Tired of Us Movie Questions

Restoring Family Links (RFL)⁵⁰

Public affairs/ outreach after international disaster or conflict and RFL is needed.

Purpose: Social Media blurb for RFL after disaster/civil unrest to send out.

- *This can be distributed both internally, through the NH American Red Cross information outlets, and externally to community organizations and social media.*
- *It is only a brief statement to let people know what service are being provided and how to contact the Red Cross.*



If you have lost contact with a family member due to the type of disaster/conflict in country name:

The American Red Cross is reaching out to anyone who has lost contact with a family member or loved one in country name due to the recent type of disaster that occurred on date. The American Red Cross offers this free service called Restoring Family Links (RFL) to individuals and families when there is no other means for communication.

If you or someone you know has lost contact due to the recent disaster in country name and is unable to communicate with family members by any other means please call the New Hampshire American Red Cross regional office at 603-225-6697 or email sarah.romac@redcross.org. (Or other email)

- For more information regarding this service please visit <http://www.redcross.org/familylinks>

⁵⁰ This event outline was created by Sarah Romac and is not an officially approved material of the American Red Cross.

New Hampshire World Refugee Day 2014

NEW HAMPSHIRE
2014 WORLD REFUGEE DAY

*Cultural Entertainment, Community Resource Fair,
Ethnic Foods, Kid's Activities and More!!!*

Saturday, June 14, 2014 - 11:00am - 3:00pm
Manchester, NH @ Victory Park & the YWCA

For more information call 603.647.1500

Like New Hampshire World Refugee Day on Facebook

A grid of logos for various partner organizations including: LIVE UNITED United Way, YWCA, INTERNATIONAL INSTITUTE OF NEW ENGLAND, ISS Services for New Americans, New Hampshire Catholic Charities, Granite United Way, ORIS, Welcoming NH, NHAIR, American Red Cross, SBDC, FIELDWORK PHOTOS, BRING IT!, OYS, Spark the Dream Iraqi Social Services Arab American Forum, NH, AFUSA, MORE YOUNG UNBELLS, and New America Women.



LIST OF TABLES

Table 1: Locations of NH Refugees

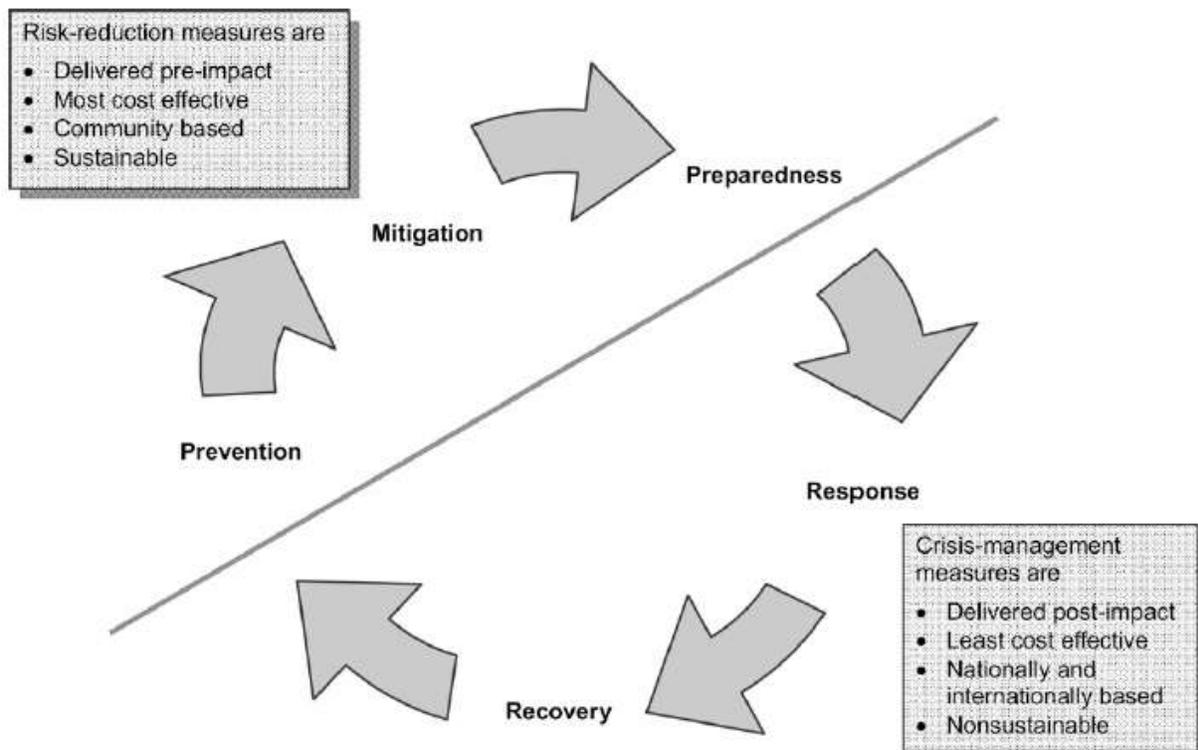
Where do refugees come from?
 Refugees in New Hampshire come from many world regions.

Area	Total Resettled in NH since 1997	Countries
Europe	2,237	mainly from Bosnia, Croatia, Russia, Ukraine
Africa	1,906	mainly from Burundi, Congo, Liberia, Rwanda, Somalia, Sudan
Asia	891	Vietnam, Bhutan
Middle East	377	mainly from Afghanistan, Iraq

Source: University of New Hampshire (UNH), (2011). Fact Sheet Refugees in New Hampshire. Center for the Humanities.

LIST OF FIGURES

Figure 1: Disaster Risk Management Cycle



Source: Keim, M. E. (2008). Building human resilience: the role of public health preparedness and response as an adaptation to climate change.

A diagram of the disaster risk management cycle comparing risk-reduction measures (top) to crisis-management measures (bottom).

Figure 2: Schematic Representation of Resilience to a Disaster

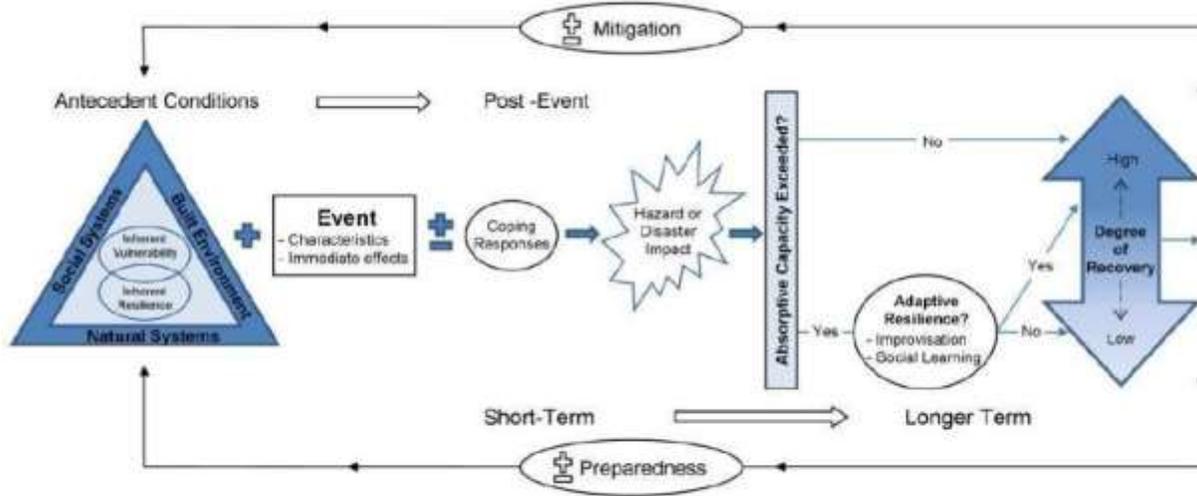


Fig. 2. Schematic representation of the disaster resilience of place (DROP) model.

Source: Cutter, S. L., et al. (2008). A place-based model for understanding community resilience to natural disasters

Figure 2 gives an outline of the community resiliency process in response to disasters based on its capacity to adapt to change.

Figure 3: Resiliency Wheel



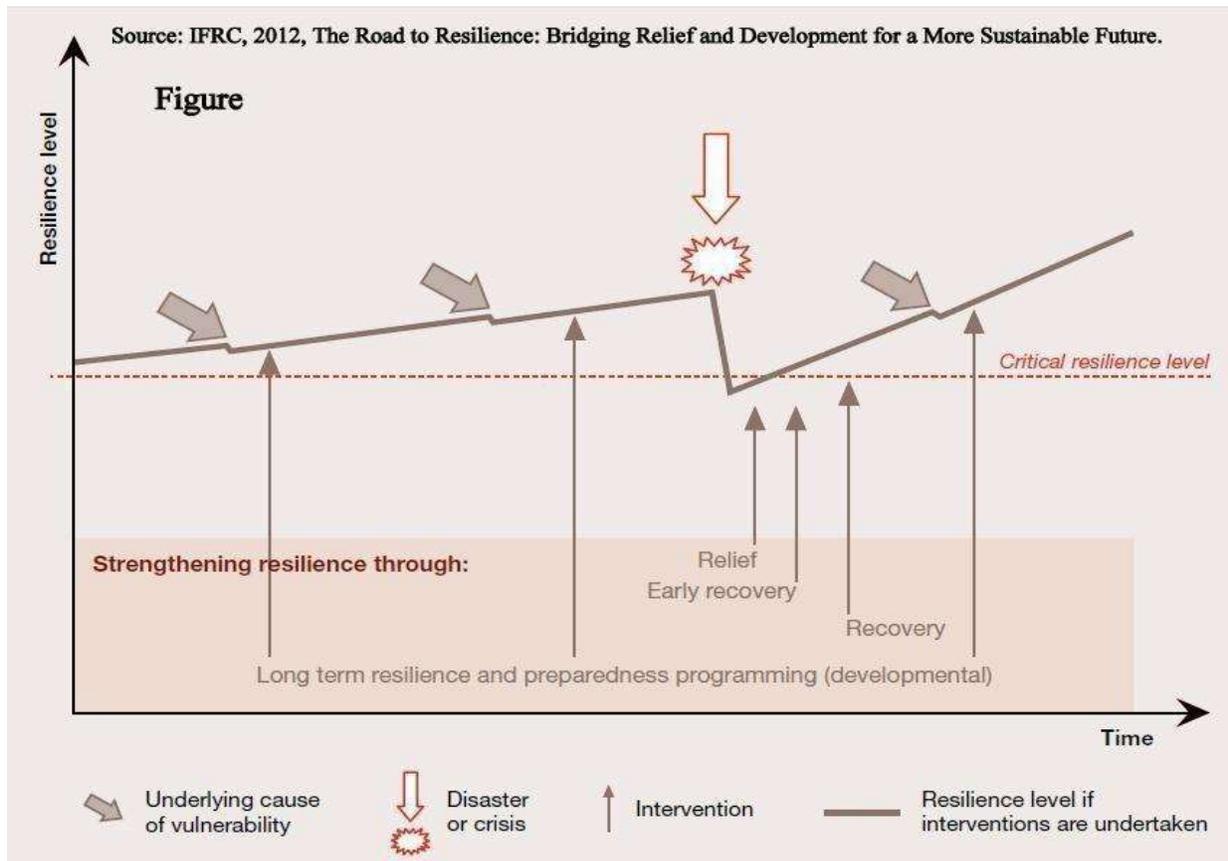
Resiliency Wheel is from the book Resiliency in Schools: Making It Happen for Students and Educators by Nan Henderson and Mike Milstein, published by Corwin Press, Thousand Oaks, CA (2003).

Figure 4: Multi-Level Resilience Model



Source: Paton, D. F. (2005). Community resilience: integrating hazard management and community engagement.

Figure 5: Interventions to Strengthen Resilience



Resilience is, "not just the immediate ability to respond to negative 'events' but rather a process of positive adaptation before, during and after adversity." (IFRC, 2012a, p. 10).

Figure 6: American Red Cross Disaster Cycle

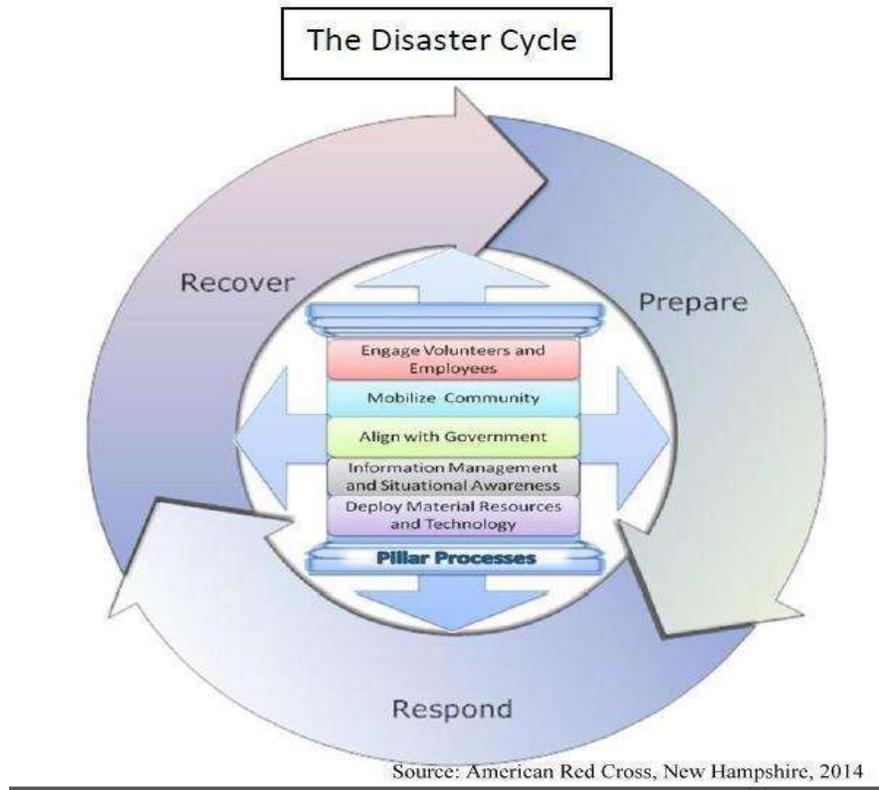


Figure 7: Map of New Hampshire and Map of the City of Manchester, New Hampshire

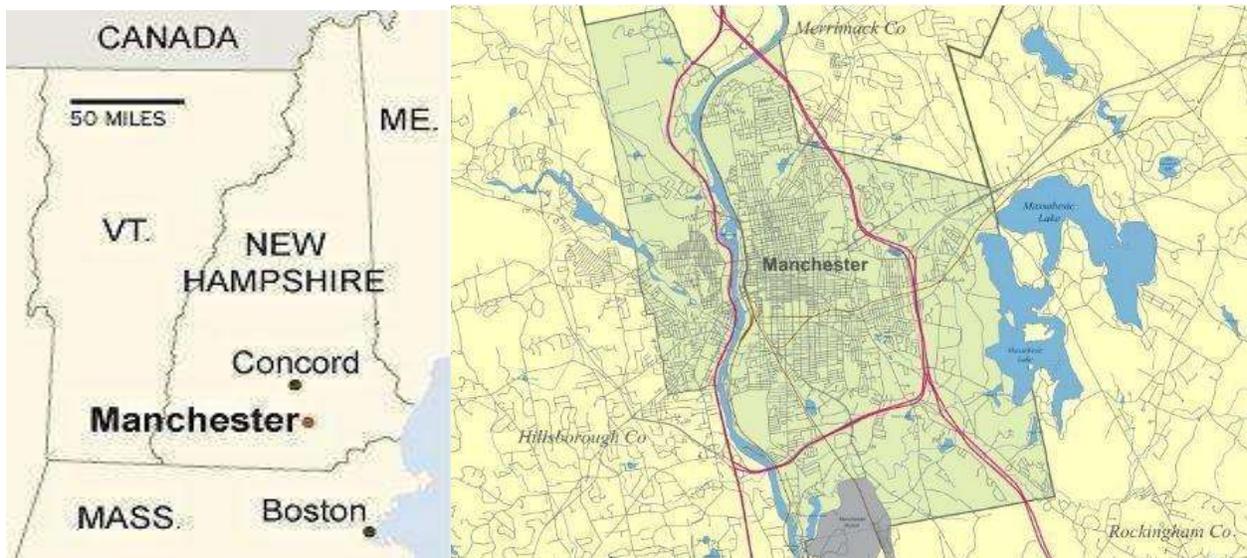
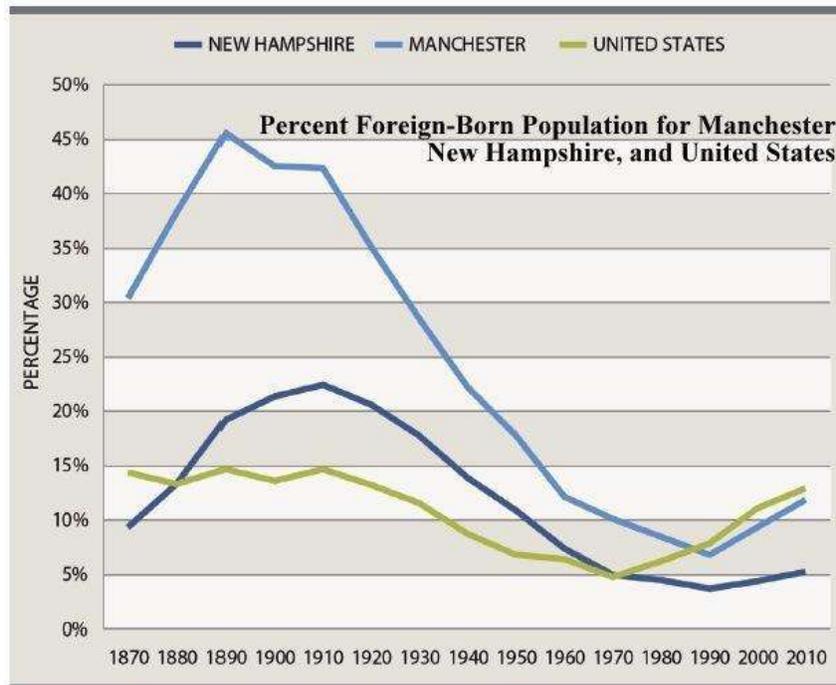
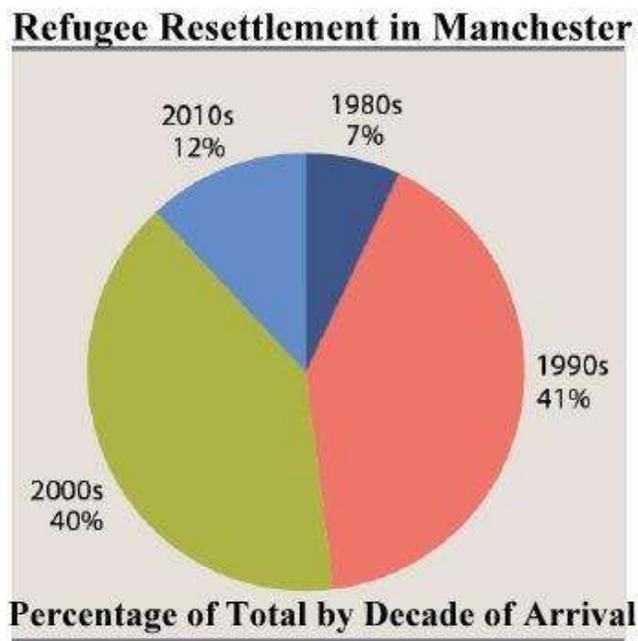


Figure 8: Percent of Foreign-Born Population for the United States, New Hampshire, and Manchester



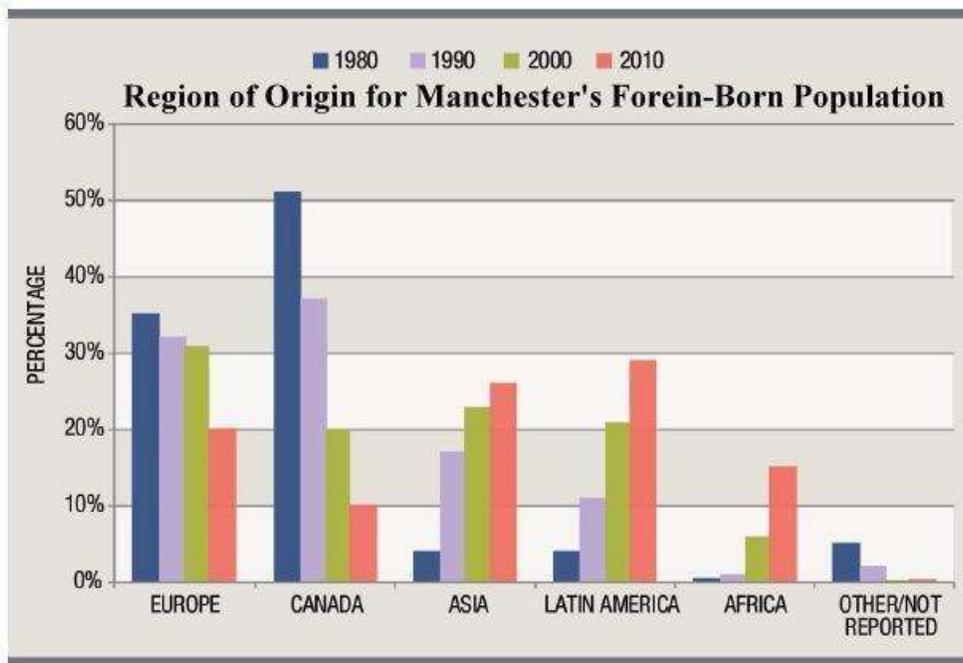
Source: U.S. Decennial Census 1870–2000; American Community Survey Estimate for 2010, 2007–2011

Figure 9: Refugee Resettlement in New Hampshire: Percentage of Total by Decade of Arrival



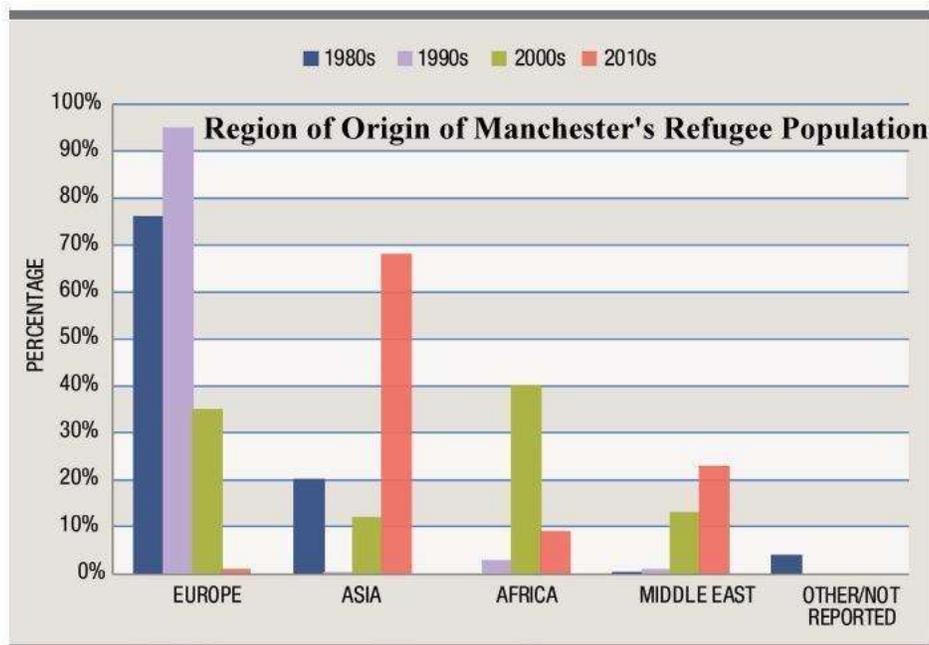
Source: : NH Office of Minority Health

Figure 10: Region of Origin for Manchester’s Foreign-Born Population, 1980-2010



Source: U.S. Decennial Census 1980, 1990, and 2000; American Community Survey Five-Year Estimates (2007–2011)

Figure 11: Region of Origin of Manchester’s Refugee Population, 1980-2010s



Source: U.S. Department of State

Figure 12: Region of Origin of Manchester’s Foreign-Born Population, 2010

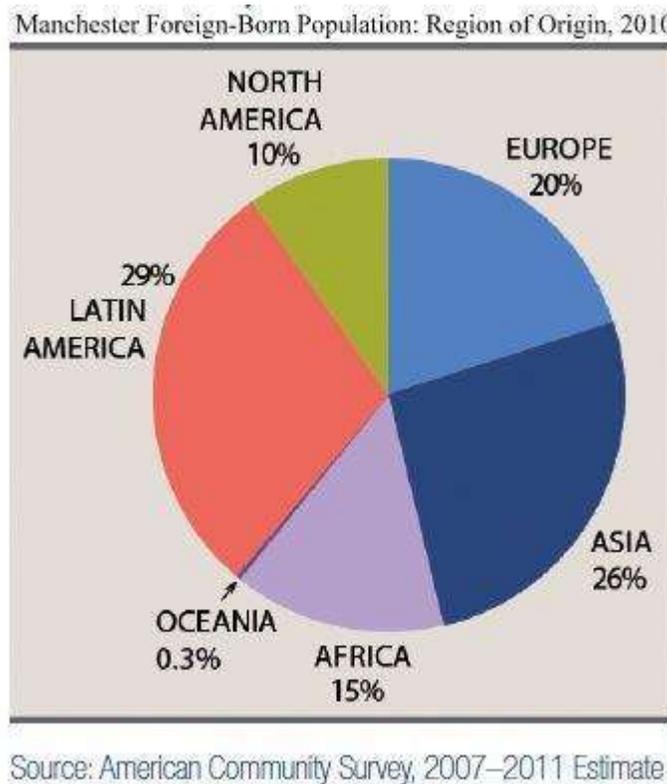


Figure 13: Education Level by Foreign-Born Status for Adults 25 and Older (City of Manchester), 2007-2011

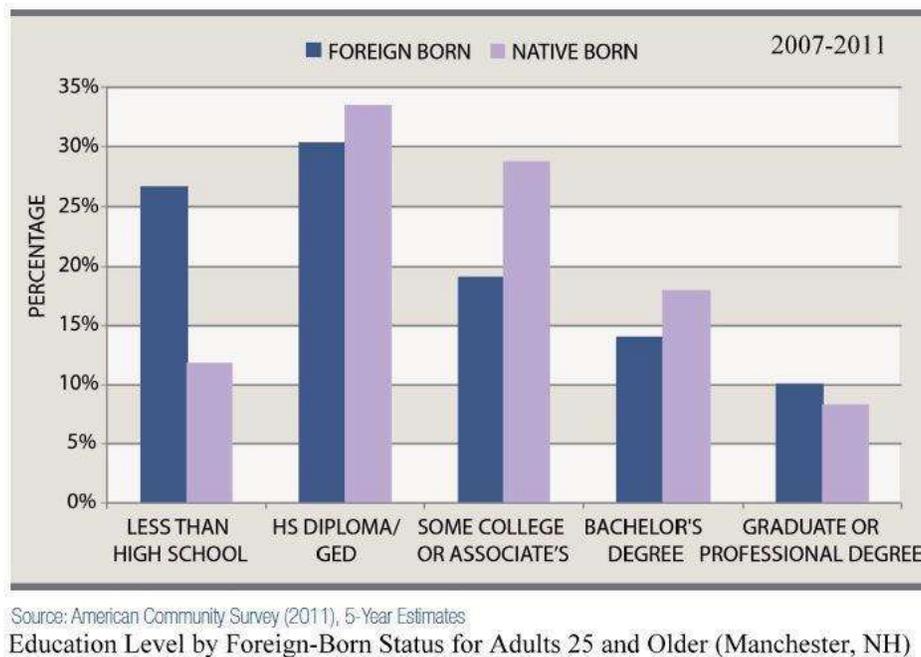
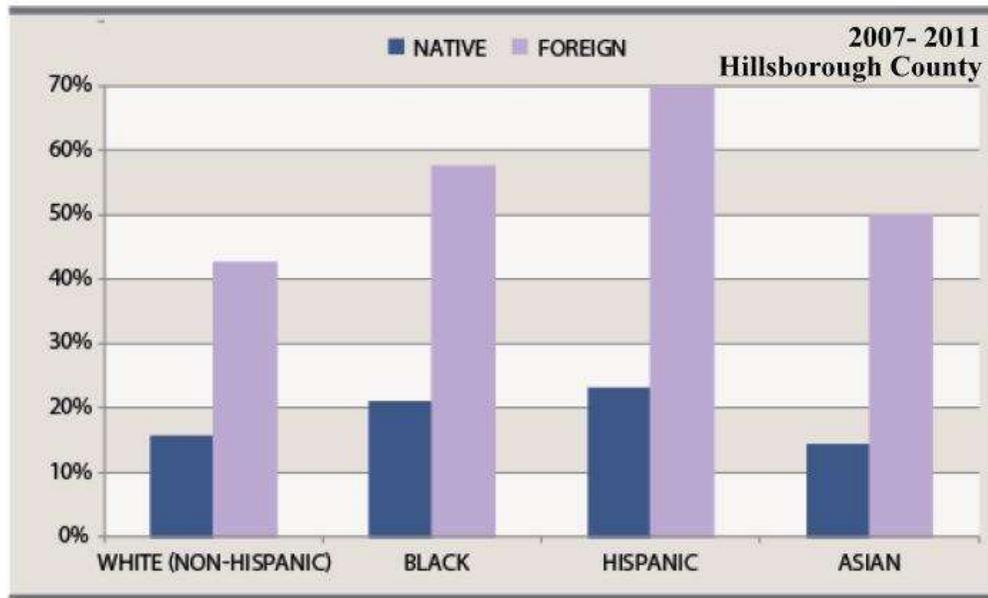


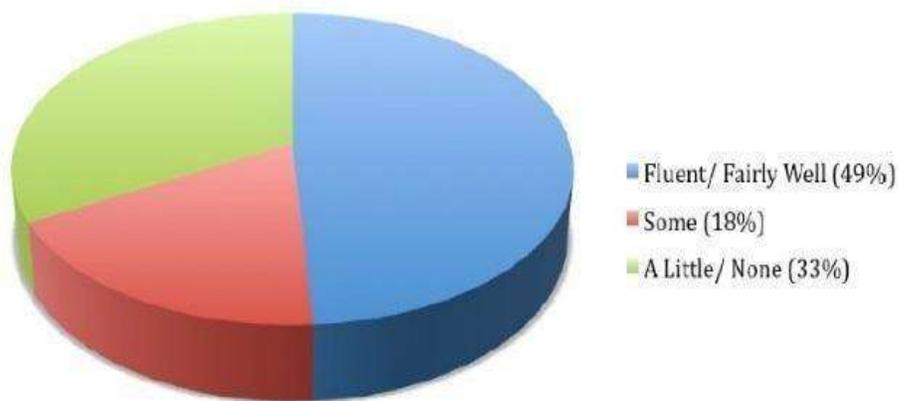
Figure 14: Non-English Speakers (At Home) Who Speak English Less Than “Very Well” By Race/Ethnicity and Foreign-Born Status, 2007-2011 (Hillsborough County)



Source: American Community Survey (2011), 5-Year Estimates
Non-English Speakers (At Home) Who Speak English Less Than “Very Well” By Race/ Ethnicity and Foreign-Born Status

Figure 15: Refugee English Skills, (Manchester, NH)

Refugee English Skills at the Time of Interview



Source: Glick Schiller, N., Roggio, J., Messenger, M., & Douglas, E. M. (2009). Refugee resettlement in New Hampshire: Pathways and barriers to building community

Figure 16: Vulnerable Population Footprint

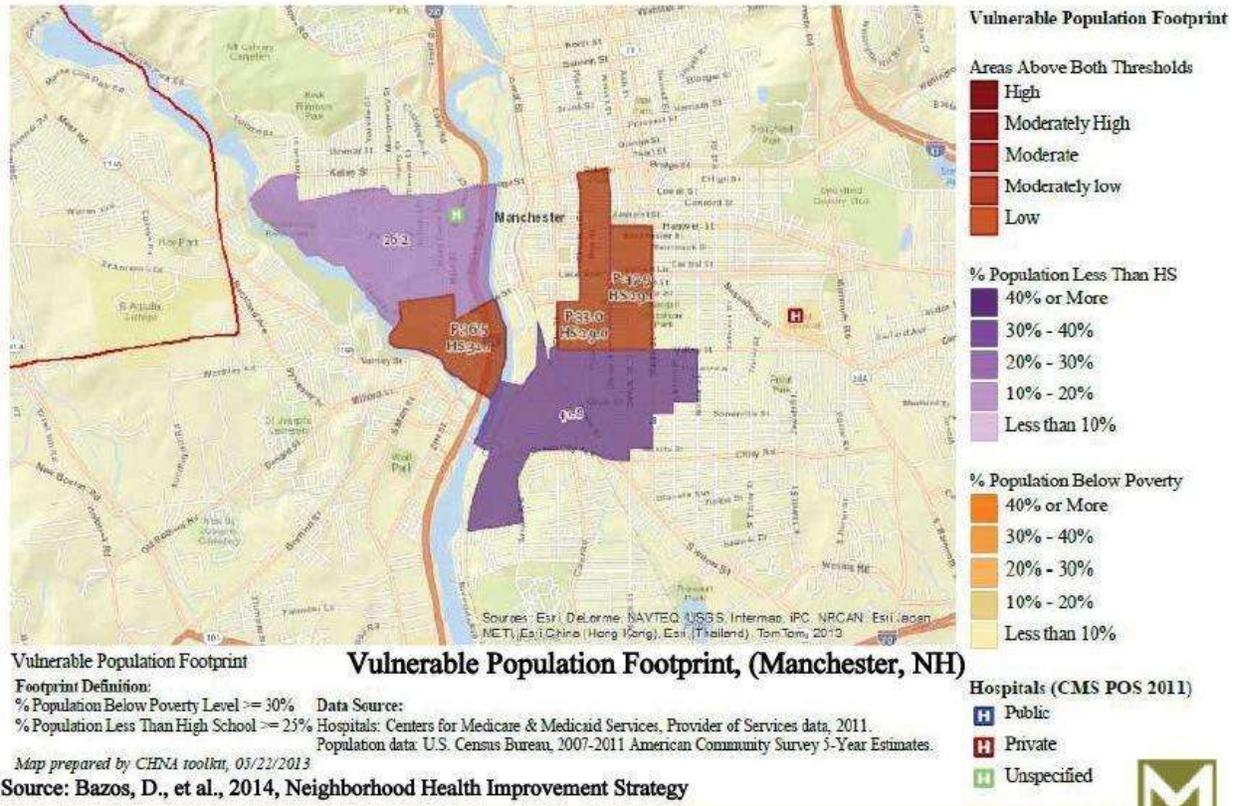
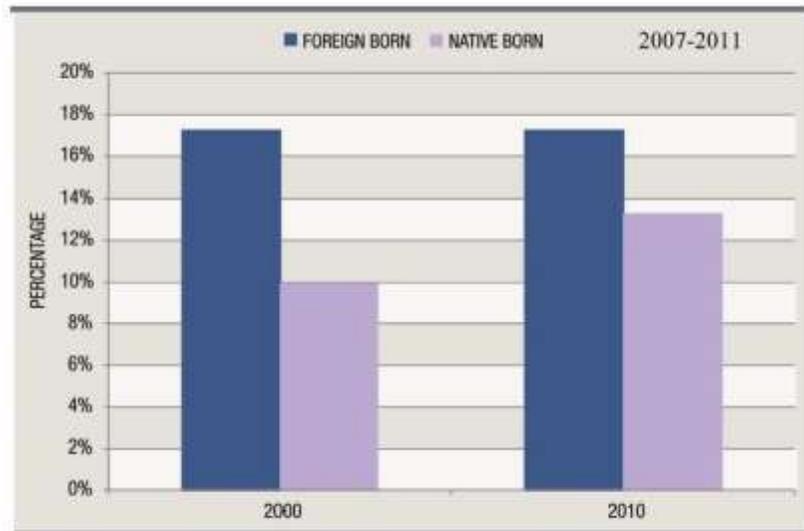
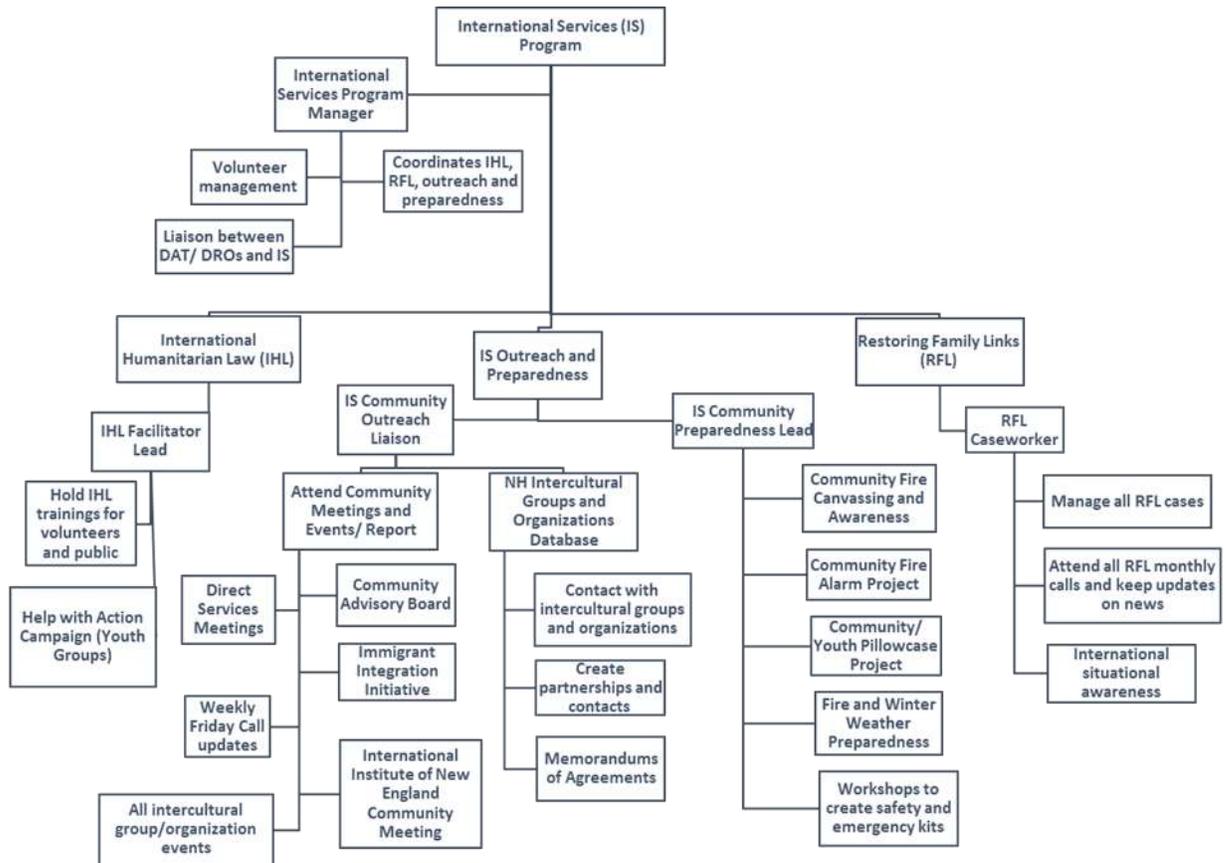


Figure 17: Percentage of Foreign- and Native-Born Below Poverty, Manchester, NH, 2007-2011



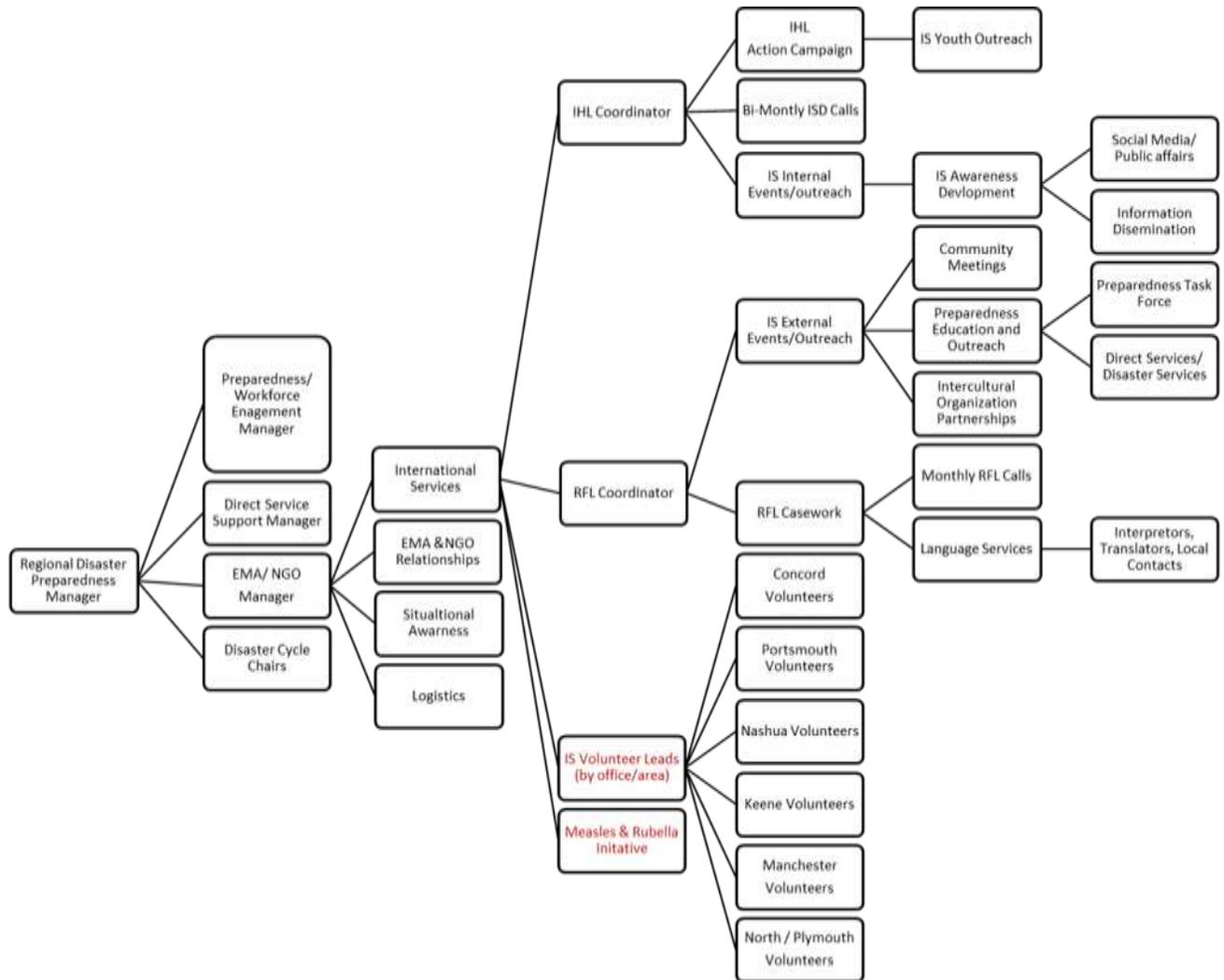
Source: American Community Survey (2011) 5-Year Estimates and 2000 Decennial Census
Percentage of Foreign- and Native-Born Below Poverty Line (Manchester, NH)

Figure 18: First International Services Department Structure Chart_140204



Source: Sarah Romac, February 4, 2014

Figure 19: Second International Services Department Structure Chart_140401



Source: Sarah Romac, May 1, 2014