WASLI and WFD Guidelines

Communication during natural disasters and other mass emergencies for deaf people who use signed language.

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WFD Board and WASLI Board
www wfdeaf org / www wasli org
Foreword

This document is the result of the volunteer efforts of several WASLI and WFD representatives. We are indebted to Dani Fried for her leadership and talent in producing this document. Without her persistence, this work would not have been completed and we thank her for her commitment to communication access for deaf people.

Our joint WASLI-WFD Task Force included Dmitry Rebrow, Gaspar Ramos Sanabria, Igor Bondarenko and Jose Luis Brevia, who gathered input and the experiences of deaf people and interpreters from several regions that had experienced natural disasters such as the earthquakes that occurred in recent years in Chile and New Zealand, the tsunami in Japan, the fires and floods in Australia, and the hurricanes in the United States.

Whenever possible we have tried to use information that can be referenced to its original source. If we have overlooked a source, please draw that to our attention. Thank you to each of the contributors who have shared their experiences so that other countries can learn from and capitalise on best practices in addressing communication access during natural disasters.

Finally, this document highlights the on-going collaborative work that WASLI and WFD are engaged in as we address issues of common concern. As such it should be seen as a living document, that will evolve as knowledge and practices change. This is a public document that can be shared and used by all by referencing this document.

Sincerely,

Colin Allen  
President  
World Federation of the Deaf  

Debra Russell  
President  
World Association of the Sign Language Interpreters
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Introduction

The intended readers of this document are government policy makers, public service providers, national associations of deaf people, national associations of interpreters, and media organisations. Readers should apply the content to their own context in order to ensure that deaf people have equal and equitable access to communication during times of natural disasters.

Natural disasters and other mass emergencies affect large numbers of individuals. Such events can include:

- fires
- earthquakes
- floods
- mudslides and avalanches
- terrorist attacks
- chemical spills
- storms, heatwaves and other severe weather events.

These events can occur with or without warning.

During times of natural disasters and other mass emergencies, individuals and communities rely on communication in order to:

- make contact with emergency services, such as police, fire and ambulance services
- receive information about the nature of the emergency, its location and severity
- receive information about what action the individual or community must take, such as evacuating
- share information such as their own and their family’s whereabouts and safety.

In preparation for natural disasters and mass emergencies, individuals and communities also require access to information, for example, fire preparedness information and notification of evacuation centre locations.

Deaf people who use a signed language require access to these same communications.
Legal framework

Many nations have enacted legislation¹ to remove discrimination against people with disability, including deaf people who use a signed language.

The international instrument protecting the rights of people with disability is the United Nations Convention on the Rights of Persons with Disabilities (UNCRPD)² which entered into force in 2008 and has been ratified by 151 member nations.³

The UNCRPD recognises access to communications and personal safety as human rights.

There are seven UNCRPD Articles which require access to communications for persons who are deaf and use a signed language in relation to natural disasters and other mass emergencies⁴:

- Article 1 – Purpose
- Article 5 – Equality and non-discrimination
- Article 9 – Accessibility
- Article 11 – Situations of risk and humanitarian emergencies
- Article 19 – Living independently and being included in the community
- Article 21 – Freedom of expression and opinion, and access to information
- Article 25 – Health

Recommendations

WFD and WASLI, through their National Country Members, make the following recommendations to all national governments. For those nations that have ratified the UNCRPD, implementation of these recommendations will assist in meeting UNCRPD obligations. Nations that have yet to ratify the UNCRPD will also improve the safety of their deaf citizens by implementing these recommendations. National governments should ensure that secondary and tertiary tiers of government, and any non-government organisations providing emergency services, are aware of their human rights obligations to deaf individuals in emergency situations.

Recommendation 1. Access to emergency telecommunications

Deaf individuals must be able to use their national signed language/s to:

- contact emergency services
- be able to be called back by emergency services if required
- contact, and be contacted by, friends and family in a natural disaster or other mass emergency.

Such communications can be made available via a video relay service or via a direct emergency call service with operators who are fluent in the national signed language/s. These communications could occur by using technologies such as:

- videophones

¹ For example, Australia’s Disability Discrimination Act 1992, the Americans with Disabilities Act of 1990, Germany’s Equal Opportunities for Disabled People Act, the Philippines’ Magna Carta for Persons with Disabilities, South Korea’s Anti-Discrimination Against and Remedies for Persons with Disabilities Act 2007, Zambia’s Persons with Disabilities Act 1996 and Brazil’s Law 7853 of 1989. For a list of URLs, please see Appendix 1.
² http://www.un.org/disabilities/default.asp?id=259
⁴ The relevant sections of these Articles can be found in Appendix 2.
• smartphone applications (‘apps’)
• webcams on desktop or laptop computers.

Access to such communications should also be available via text-based services such as:

• SMS short message services or text messaging
• smartphone apps
• TTY
• internet-based relay services
• instant messaging.

Again, these communications could be made via a relay service or directly to emergency call services.

Where possible, all of these communications should:

• be free of charge to the deaf individual
• have the same levels of protections (such as reliability, speed, funding, provision of location information, legislative and regulatory protections, and roaming between telecommunications carriers) as corresponding services for the broader community.

**Recommendation 2. Access to emergency preparedness information**

Information on emergency preparation or minimisation must be accessible to deaf individuals who use a signed language.

Examples of such information are:

• a DVD showing how to mitigate the impact of a bushfire on an individual’s home
• an online video explaining what to include in an emergency kit
• a brochure listing evacuation centres and directions in the event of a flood
• a workshop, seminar or practice session on disaster preparation or recovery (e.g. What to do one is surrounded by fire, or in the path of a cyclone, or an earthquake strikes, etc.).

Emergency preparedness information should be made accessible to deaf individuals by:

• interpretation by professional interpreters\(^5\) of live events such as workshops; and
• translation\(^6\) of video material into the national signed language/s, with the resulting video being made available online, via download and/or on DVD; and
• closed or open captioning of any video material; and/or
• deaf-specific information made available (for example, information on how to make an emergency call using a relay service); and/or
• outreach programs to Deaf Communities; and/or
• Easy/Plain Language versions of written materials.

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\(^5\) In this document, an interpreter is a person who is skilled in interpreting between a signed language (including signed systems, and languages and systems used by individuals who are deafblind) and a spoken language. In jurisdictions where a professional qualification is available (such as RID certification in the US, a recognised university qualification in Norway or New Zealand, or NAATI accreditation in Australia), professional interpreters are those individuals who have these qualifications. See [http://www.wasli.org/testing-assessment-and-accreditation-p50.aspx](http://www.wasli.org/testing-assessment-and-accreditation-p50.aspx) for further information.

\(^6\) Video-recorded translation should be done by a team of professional interpreters (deaf and/or hearing); where only hearing interpreters are available, it is recommended that the team also include at least one bilingual deaf person.
Deaf Communities also need to be provided with accessible information about where they can find emergency information in the event of a natural disaster or other mass emergency (see below).

**Recommendation 3. Access to emergency information during natural disasters or other mass emergencies**

Information is essential if individuals are to make decisions about the risk to their own health and safety or that of their family, the risk to their property, and the actions they should take, including if, when and where to evacuate.

Governments and non-government organisations frequently use radio as a medium of mass communication in emergencies. Clearly, this method is not accessible to deaf individuals. Other forms of mass and social media must therefore be used to provide deaf individuals with emergency information.

Emergency information must be made available to deaf individuals at the same time as it is made available to the broader community. Access can be ensured in the following ways:

- Materials such as media conferences broadcast on television and/or published online must be interpreted into the national signed language/s and open captioned, and
- Public alerts (such as automated phone calls) sent to individuals within a community must be accessible to deaf individuals through the use of SMS/text messages, instant messaging and/or TTY, and
- Social media, such as Facebook, Twitter and YouTube, should be used to allow deaf individuals to both receive emergency information and assist in disseminating this information to other Deaf Community members, and
- Radio stations which are given responsibility for broadcasting emergency information should ensure that such information is also published on the station website.
- Deaf communities also need to be provided with information about how/who to contact if accessible emergency information is not provided (e.g. Through oversight on the part of emergency services or relevant government minister, television channels not showing the interpreter that is present, captions not being available/illegible, etc.

**Recommendation 4. Communication with emergency workers**

Emergency workers, such as fire fighters, police officers or ambulance officers, are the first responders to natural disasters and other mass emergencies. They frequently interact with members of the public, including members of the Deaf Community, during these situations. Emergency workers should, where possible, carry information that is written in Easy Language or that uses symbols.

Emergency workers must have basic deaf awareness training so that, when communicating with members of the public, they:

- can recognise when an individual may be deaf, such as if an individual does not respond to a verbal question or command
- can communicate in a basic way with deaf individuals and use appropriate methods for gaining visual attention
- understand the differences in communication between deaf individuals and those who are hard of hearing
- recognise that deaf forms of communication, including deaf accents, are valid and normal, and are not necessarily the result of injury, intoxication or distress
• understand that deaf individuals may not be fluent in the written/spoken national language/s, with a signed language being their primary or first language
• recognise that deaf individuals may face extra stresses in times of emergency due to the difficulties of communicating with individuals who cannot use signed language
• understand that deaf people who are unable to use their hands (due to injury or restraint) may not be able to communicate important information and may face further distress.

**Recommendation 5. Access to emergency centres**

Governments and non-government organisations which provide emergency centres such as evacuation sites must ensure that these sites are open and accessible to deaf individuals. This requires that:

• deaf individuals are made aware of the centres’ existence and locations, including directions (see above)
• centres’ providing information to citizens present at the centre often have televisions available providing real time information. These televisions need to be turned on and open captions turned on in order to ensure deaf people in the centre have access to the information that others have in real time
• professional interpreters are made available as soon as possible
• information provided via audible means (such as PA systems) is also made available in writing
• deaf people are made aware of where they can receive written and/or signed versions of audible information
• written information is made available in Easy Language
• symbols such as those for ‘sign language interpreter’ and ‘deaf’ are used where required
• deaf people are able to congregate with other deaf people, should they wish it
• deaf people are able to be identified as deaf, should they wish it (for example, through the use of a badge or specific congregation area)
• access to telecommunications is made available where possible (for example, internet-based text or video relay, email, TTY)
• volunteers and staff have received deaf awareness training, including basic communication with deaf individuals, such as those skills listed above (Emergency workers).

If it is not possible to provide all such accommodations at all emergency centres, then specific emergency centres may be designated ‘deaf-friendly’. However, Deaf Community members must be made aware of such centres' locations and they must be physically and geographically accessible to any deaf individual who requires emergency assistance.

**Recommendation 6. Community consultation**

Emergency organisations, both government and non-government, must consult with organisations which represent deaf people, as well as with organisations representing professional sign language interpreters. Consultation should occur during emergency preparation as well as during times of emergency where required. Emergency organisations must know how to contact deaf and interpreter organisations, including during emergencies. In addition, after emergencies is can be common for

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7 Emergency centres should aim to provide on-site interpreters; however, where this is not possible (due to emergency-caused difficulties getting to the centre, for example), then the use of video interpreters is recommended.

8 While there are no accepted international symbols for an interpreter or for deaf people, WFD and WASLI note that the common symbol of an “ear with a slash through it” is not an acceptable symbol. Consult with national Deaf and interpreter organizations when considering symbols in order to ensure the symbol selected is linguistically and culturally acceptable to the communities.
countries to access researchers who work with the community to capture the lessons learned and make improvements. Deaf community members require equal access to participate in any post-disaster research with a professional interpreter present.

Emergency organisations may also find it useful to consult with deaf service organisations, as these organisations have a high level of contact with deaf individuals. However, this consultation should occur in addition to, rather than instead of, consultation with organisations which represent deaf people.

**Recommendation 7. Access to recovery communications**

Emergency recovery organisations, both government and non-government, must provide assistance to deaf individuals at the same level as that provided to members of the broader community.

Requests for assistance must be available in accessible ways, such as via email, fax, relay services or SMS.

Assistance which requires in-person communication, such as counselling services, must also be accessible via the use of a professional interpreter.

Broadcast information must be interpreted and open captioned in real time.
Information for broadcast media organisations

Broadcast media organisations such as television and radio networks have an important role to play in providing emergency information. The public, including deaf people, rely on broadcast media in order to receive information about:

- the nature of the emergency, its location and severity
- what action the individual or community must take, such as evacuating.

Broadcast media organisations should ensure that these communications are accessible to deaf people because:

- broadcasters must meet disability discrimination legislation requirements
- deaf people, like others in the community, contribute to the media organisation’s profits (by watching commercials on television and on the organisation’s website, and buying products)
- it shows a concern for the community which the media organisation serves.

Making broadcast emergency information accessible

Television stations should:

- have written policies in place to ensure that, where an emergency organisation provides an interpreter (such as at a media conference), the interpreter is video-recorded and visible in the broadcast (either physically next to the speaker or in a frame that is inserted on screen)
- ensure that camera operators, directors and producers are aware of these policies
- arrange for any emergency information broadcast to be captioned, preferably open captioned
- give consideration to providing interpreters themselves when emergency information is provided (note that arrangements with interpreting agencies should be made prior to the emergency)
- publish captioned and interpreted emergency material on their websites as soon as possible
- allow emergency organisations, both government and not-for-profit, to publish the television station’s captioned and interpreted material on the emergency organisations’ websites.

Radio stations should:

- publish any broadcast emergency information on their websites.
Appendix 1 – Resources

Examples of disability discrimination legislation

Where possible, links are to English-language versions.

- Brazil: https://www.planalto.gov.br/ccivil_03/leis/L7853.htm
- United States of America: http://www.ada.gov/pubs/adastatute08.htm
- Zambia: http://dredf.org/international/zamb2.html

Other resources

- M. Madden, Interpreting in emergency situations, workshop given for Australian Sign Language Interpreters Association, 2012

• Registry of Interpreters for the Deaf, *Interpreting in the emergency management field*, [http://www.rid.org/content/index.cfm/AID/136](http://www.rid.org/content/index.cfm/AID/136)


• E. Umemoto, *Efforts to Ensure Information and Communication for the Deaf People in the Great East Japan Earthquake in 2011*, International Division, National Research Association for Sign Language Interpretation (NRASLI), date unknown

Appendix 2 – Relevant Articles of the UNCRPD

Article 1 – Purpose

The purpose of the present Convention is to promote, protect and ensure the full and equal enjoyment of all human rights and fundamental freedoms by all persons with disabilities, and to promote respect for their inherent dignity.

Article 5 - Equality and non-discrimination

1. States Parties recognize that all persons are equal before and under the law and are entitled without any discrimination to the equal protection and equal benefit of the law.
2. States Parties shall prohibit all discrimination on the basis of disability and guarantee to persons with disabilities equal and effective legal protection against discrimination on all grounds.
3. In order to promote equality and eliminate discrimination, States Parties shall take all appropriate steps to ensure that reasonable accommodation is provided.
4. Specific measures which are necessary to accelerate or achieve de facto equality of persons with disabilities shall not be considered discrimination under the terms of the present Convention.

Article 9 - Accessibility

1. To enable persons with disabilities to live independently and participate fully in all aspects of life, States Parties shall take appropriate measures to ensure to persons with disabilities access, on an equal basis with others, to ... communications, including information and communications technologies and systems ... These measures, which shall include the identification and elimination of obstacles and barriers to accessibility, shall apply to, inter alia:
   (a) Buildings, roads, transportation and other indoor and outdoor facilities, including schools, housing, medical facilities and workplaces;
   (b) Information, communications and other services, including electronic services and emergency services.
2. States Parties shall also take appropriate measures:
   (a) To develop, promulgate and monitor the implementation of minimum standards and guidelines for the accessibility of facilities and services open or provided to the public;
   (b) To ensure that private entities that offer facilities and services which are open or provided to the public take into account all aspects of accessibility for persons with disabilities;
   (c) To provide training for stakeholders on accessibility issues facing persons with disabilities;
   (d) To provide in buildings and other facilities open to the public signage ... in easy to read and understand forms;
   (e) To provide forms of live assistance and intermediaries, including ... professional sign language interpreters, to facilitate accessibility to buildings and other facilities open to the public;
   (f) To promote other appropriate forms of assistance and support to persons with disabilities to ensure their access to information;
   (g) To promote access for persons with disabilities to new information and communications technologies and systems, including the Internet;
(h) To promote the design, development, production and distribution of accessible information and communications technologies and systems at an early stage, so that these technologies and systems become accessible at minimum cost.

**Article 11 - Situations of risk and humanitarian emergencies**

States Parties shall take, in accordance with their obligations under international law, including international humanitarian law and international human rights law, all necessary measures to ensure the protection and safety of persons with disabilities in situations of risk, including situations of armed conflict, humanitarian emergencies and the occurrence of natural disasters.

**Article 19 - Living independently and being included in the community**

States Parties to the present Convention recognize the equal right of all persons with disabilities to live in the community, with choices equal to others, and shall take effective and appropriate measures to facilitate full enjoyment by persons with disabilities of this right and their full inclusion and participation in the community, including by ensuring that:

... (b) Persons with disabilities have access to a range of ... community support services, including personal assistance necessary to support living and inclusion in the community, and to prevent isolation or segregation from the community;

(c) Community services and facilities for the general population are available on an equal basis to persons with disabilities and are responsive to their needs.

**Article 21 - Freedom of expression and opinion, and access to information**

States Parties shall take all appropriate measures to ensure that persons with disabilities can exercise the right to freedom of expression and opinion, including the freedom to seek, receive and impart information and ideas on an equal basis with others and through all forms of communication of their choice, as defined in article 2 of the present Convention, including by:

(a) Providing information intended for the general public to persons with disabilities in accessible formats and technologies appropriate to different kinds of disabilities in a timely manner and without additional cost;

(b) Accepting and facilitating the use of sign languages ... by persons with disabilities in official interactions;

(c) Urging private entities that provide services to the general public, including through the Internet, to provide information and services in accessible and usable formats for persons with disabilities;

(d) Encouraging the mass media, including providers of information through the Internet, to make their services accessible to persons with disabilities;

(e) Recognizing and promoting the use of sign languages.

**Article 25 - Health**

States Parties recognize that persons with disabilities have the right to the enjoyment of the highest attainable standard of health without discrimination on the basis of disability.
Appendix 3 – Glossary

**captioning**  
Captioning is the real-time or close to real-time text version of speech and other sounds that can be provided on television, DVDs, videos on the internet, and at cinemas and theatres.⁹ There are two types of television/video captioning:

a) Closed captioning, where the viewer can choose whether or not to see the captions (and may require special equipment to do so)

b) Open captioning, where the captions are displayed to all viewers and cannot be switched off.

**deaf**  
A person is deaf if they have a hearing loss and prefer to communicate using a signed language. The hearing loss of a deaf person may be mild but is usually severe or profound. A signed language (sometimes more than one) is often the person’s first language, and the person may or may not be fluent or literate in the spoken and written language used by the hearing people of their country.

**deafblind**  
A person is deafblind if they are so impaired in sight and hearing as to cause obvious difficulties in daily life; in this document, 'deafblind' refers to people who are deaf and also have a significant vision impairment.

**Easy Language**  
More easily understood than plain language, Easy Language presents information in a way that is very easy to understand.¹¹ Easy Language uses simple written language, as little text as possible and, often, symbols or pictures. It can be useful for all people for whom the national spoken/written language is a second language (for example, a Congolese person living in Greece, or a Vietnamese person living in Australia), including many deaf people. It is also useful for people who have an intellectual or cognitive disability. An example of emergency preparedness information in Easy English can be found at [http://www.emergency.qld.gov.au/emq/css/easye.asp](http://www.emergency.qld.gov.au/emq/css/easye.asp)

**hard of hearing**  
A person is hard of hearing if they have some level of hearing difficulty and prefer to communicate using spoken language.¹² The hearing loss of a hard of hearing person may range from mild to profound and they may be late-deafened.

**internet-based relay**  
Internet-based relay, also known as IP relay and internet relay, is a telecommunications solution for people who are deaf, hard of hearing or speech-impaired. It makes use of computer-based technologies such as smartphones, desktop computers, laptops and instant messaging.

**relay service**  
A relay service is a telecommunications solution for people who are deaf, hard of hearing or speech-impaired. There are two main types of relay service – text and video. In many places, no relay services are available, or there is only one option available (that is, text or video, but not both).

a) Deaf people use a text relay service to make or receive calls via a TTY, internet-based relay, or sometimes SMS or fax, using written language. An intermediary (known as a relay officer or relay assistant) reads out

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⁹ Media Access Australia, [http://mediaaccess.org.au/about/what-is-captioning](http://mediaaccess.org.au/about/what-is-captioning)


what the deaf person has written to the other party, who is on the telephone, and then types what the other party says, so that the deaf person can read it.

b) Deaf people use a video relay service via a videophone, smartphone, or desktop or laptop computer with a webcam, to make or receive calls using a signed language. The intermediary, a professional interpreter, voices what the deaf person has said to the other party, who is on the telephone, and then signs to the deaf person what the other party says.

**roaming**
Roaming allows a customer of one mobile telecommunications carrier to be connected to a call via a second telecommunications carrier. In many places, roaming is mandated in the case of emergency calls, so that if one carrier is unavailable (for example, if a tower is damaged), then the emergency call can be picked up by another carrier.

**SMS**
Short message services, also known as text messaging, are a text-based form of communication. It usually occurs between mobile phones but is also available to and from computers, landline and public/pay phones with specific software.

**TTY**
Also known as TDDs, telephone typewriters, minicomms and textphones, these are phones which allow typed text to be sent and received. Previously very popular in many deaf communities, they are becoming less common with the advent of new technologies.

**UNCRPD**

**video interpreter**
A video interpreter is a professional interpreter who, instead of being at the same site as the deaf person, is physically at a different site but is viewed via video. The hearing person may be at the same site as the deaf person (this is commonly known as video remote interpreting) or all three persons may be at different sites, with the hearing person and the interpreter communicating via telephone (video relay). While valuable, video interpreting can be more difficult for the parties to use than on-site interpreting. On-site interpreters should be used in emergency situations wherever possible.