

# Master multilingual communications!

A guide to multilingual organisational communications in the event of disruptions



#### **Finnish Red Cross**

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Organisations' Multilingual and Multichannel Covid-19 **Communications Coordination Project** 

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#### **Foreword**

This guide describes multilingual and multichannel communications in organisations during disruptions and emergencies, providing guidance on how to plan and carry out communications. The guide is based on the findings of the Finnish Red Cross's Organisations' Multilingual and Multichannel Covid-19 Communications Coordination Project (MMCC). The project supported the coronavirus communications of 20 immigrant organisations and cooperated closely with the National Institute for Health and Welfare in planning multilingual communications. The STEA-funded project started in May 2021 and ended in April 2023.

The guide is intended as a tool to prepare for disruptions and emergencies, but it can be applied to all multilingual communications. There are questions at the beginning of each chapter that you can reflect on from your own organisation's perspective. The guide also includes some examples that are based on the observations we have made during the project. When you need concrete advice, the checklist at the end of this guide will help you to carry out multilingual and multichannel communications, especially in emergency conditions.

A print edition of this guide has been published in Finnish and an electronic edition in Finnish, Swedish and English. The Checklist for multilingual and multichannel communications introduced at the end of this guide is available online in English, Swedish and Finnish, as well as in Easy Finnish, Russian, Estonian, Somali, Arabic and Chinese. The guide and the checklist are available on the Finnish Red Cross website at redcross.fi/multilingual-coronavirus-communications/ and on the Ministry of Economic Affairs and Employment's Partnership Platform in the Multilingual and multichannel coronavirus communications workspace (registration required). The Test your media literacy and Identify false content and fake news disinformation and media literacy cards mentioned above can be found on the same Red Cross page. The cards are available in Finnish, English, Russian, Estonian, Somali, Arabic and Kurdish (Sorani).

We would like to thank the Funding Centre for Social Welfare and Health Organisations STEA for funding our project and the National Institute for Health and Welfare for their close cooperation.

Special thanks also go to our partner organisations for participating in the project and for developing multilingual communications. So thank you to Afrofinns, HEED Association Finland. JADE activity centre, Kide Foundation, Physicians for Social Responsibility – Finland, MIELI without Borders by Mieli, Mirsal, Monaliiku, Moniheli, Finnish Consortium of Intercultural Elderly Care. Pakolaisnuorten tuki ry's Kölvi activities. Associaton of Carers in Helsinki and Vantaa. SAMHA. Multicultural Association of Satakunta. Sonpet, Finland-Somalia Association, Finnish-Syrian Friendship Association, Finland-Russia Society, Central Organisation of Russian speakers in Finland, Vantaa Russian Club, Varsinais-Suomen Galmudug, Varsinais-Suomen Viro-keskus, Vuolle Setlementti, All Our Children and the representatives of other organisations. We would also like to thank the Helsinki and Uusimaa. Häme. Satakunta, Savonia-Karelia and Southwest Finland districts of the Finnish Red Cross, the translation researchers at the Department of Languages of the University of Helsinki, the City of Helsinki, the City of Espoo and all the key contributors and supporters.

#### Introduction

The coronavirus epidemic in Finland in early 2020 made it clear that not all Finnish populations are reached quickly and smoothly enough during disruptions and emergencies. Some foreign-language speakers (see 'Terms') did not have access to the right information and necessary services quickly enough at the start of the epidemic.

This guide outlines why multilingual and understandable communications are important and presents the principles and challenges of its implementation in organisations. This guide also includes a checklist to help organisations communicate in a more accessible way to different groups of people. The purpose of this guide is to support organisations that are carrying out or planning multilingual communications. In this guide, we share the good practices and approaches compiled and used in our project.

The need for the Organisations' Multilingual and Multichannel Covid-19 Communications Coordination Project emerged from the round table meetings convened by the National Institute for Health and Welfare (THL). The Finnish Red Cross, which participated in the round table meetings, was chosen to coordinate the project because of its specific national status and its role in supporting the authorities. The Red Cross has special expertise in communications as well as preparedness and its development.

The aim of the project was to develop and support the coronavirus communications of organisations, reach as many foreign-language-speaking target groups as possible through the organisations and use the communications to impact people's health behaviour in cooperation with our partner organisations. The project communications focused on close cooperation, open flow of information and making use of existing information. Numerous videos, events and training programmes were developed in the project, as well as more than a hundred different pieces of content to bring coronavirus communications closer to foreign-language-speaking communities.

At the beginning of the project, when new coronavirus restrictions were emerging rapidly, the focus was on producing understandable and practical guidelines for different language groups on how to protect themselves from the virus. As the coronavirus restrictions eased, the focus of the project shifted to organising events. In the spring of 2022, after the conflict in Ukraine had started, multilingual health communications were also considered from the perspective of Ukrainian refugees. In the second year of the project, other key themes included finding resources, the health threats of communicable diseases and vaccination.

During the epidemic, organisations were forced to shut down many of their basic activities, such as face-to-face meetings, language clubs and advice services, and to quickly adopt channels and means of remote communication. However, not all target groups of the organisations had the means to access remote services, such as the necessary IT skills, equipment or online banking credentials. Employees and volunteers of organisations translated and disseminated official announcements within the limits of their own resources. The authorities started their multilingual communications with a delay and were only able to translate materials into a limited number of languages. In the early stages of the epidemic, the information available was constantly changing. It was also time-consuming to customise the messages to the target groups, which is why information was slow to reach them. Therefore, organisations have an important role to play in reaching the foreign-language speakers during disruptions and states of emergency.

#### **Terms**

In this guide, **IMMIGRANT** refers to people who have moved to Finland from elsewhere and whose first language is not Finnish, Swedish or one of the Sami languages.

By **FOREIGN-LANGUAGE SPEAKERS**, we are referring to people living in Finland who do not speak Finnish, Swedish or the Sami languages, or who are illiterate.

**NORMAL CONDITIONS** are defined as a situation in which a society is able to prevent and respond to threats and disruptions and recover from the effects of them with existing regulations and resources.

A STATE OF EMERGENCY is defined as a situation in which a society requires additional powers or resources from the authorities to prevent and respond to threats and disruptions, recover from the effects of them and manage the situation.

**A DISRUPTION** refers to a situation in society where there has been a disturbance under normal conditions or a state of emergency. The response to and recovery from disruptions may require additional powers or resources from the authorities.

**PREPAREDNESS** means activities ensuring that all tasks of the society can continue with minimum interruptions and that the required exceptional measures can be performed during disruptions and states of emergency.

**READINESS** is the result of preparedness, a state of being able to respond to different threats.

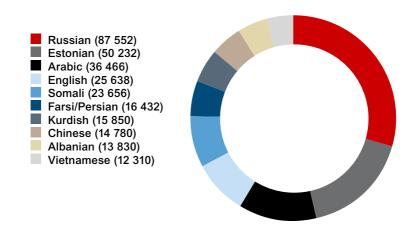
## Multilingualism in Finland

What are all the target groups that are difficult to reach in uour organisation? How can we promote the inclusion of foreign-language speakers in society?

The number of foreign-language speakers in Finland is constantly growing. At the end of 2021, there were 458,000 foreign-language speakers living in Finland, meaning people whose first language is not Finnish, Swedish or Sami. This represents 8.3% of the total population. In proportion to the rest of the population, the majority of foreign-language speakers live in the Helsinki region.

More than 150 languages are spoken in Finland. According to Statistics Finland (2021), the most spoken languages after Finnish and Swedish are Russian (87,552), Estonian (50,232), Arabic (36,466), English (25,638), Somali (23,656), Farsi/Persian (16,432), Kurdish (15,850), Chinese (14,780), Albanian (13,830) and Vietnamese (12,310). The numbers of native speakers for each language are indicated in brackets.

Figure 1. The most spoken languages in Finland after Finnish and Swedish. Source: Statistics Finland 2021.



The age distribution of immigrants living in Finland is clearly different from that of people with Finnish nationality. The majority of people with a foreign background are of working age, aged 15-64: in 2021, 75% of people with a foreign background were of working age. At the end of 2021, the majority of working-age people were people with Thai, Spanish and Brazilian backgrounds, 87–91% in total. The least working-age people were among those from Sweden, Syria and the Democratic Republic of Congo. (Statistics Finland, 2021)

The population structure of Finland is changing, and the number of elderly foreign-language speakers is clearly on the rise. Immigrants are not a homogeneous group. Particularly in the Helsinki region, the population has become more culturally and linguistically heterogeneous than ever, and the former straightforward communication practices no longer work. Most immigrants do not arrive under humanitarian protection and are therefore not covered by integration measures. The majority of immigrants come to Finland for family, work or education. It is important to reach out to all different groups, as foreign-language speakers are often in a more vulnerable position than others, especially during disruptions and emergencies (see more in the section 'On the importance of multilingual communications').

In Finland, communications in foreign languages are carried out by various actors. YLE produces news in Finnish, Easy Finnish, Swedish, English, Russian, Karelian, Finnish Kalo and the three Sami languages, as well as in Finnish and Finland-Swedish Sign Language. YLE has also carried out communications in Arabic, Somali, Kurdish, Ukrainian and Farsi during disruptions and states of emergency. The InfoFinland website, run by the City of Helsinki, provides official information on practical issues related to living in Finland in Finnish, Swedish, English, Russian, Estonian, French, Somali, Spanish, Turkish, Chinese, Arabic and Farsi. In addition to these, some municipalities, wellbeing services counties, ministries, authorities, educational institutions and businesses provide information in the main languages of their target groups. (Määttä et al., 2022)

Although immigrants generally consider these channels to be reliable, they are not necessarily accessible, and the messages published on them may not reach them. Multilingual information may be hidden

behind several clicks on Finnish websites, or its content may be too difficult to understand. Many foreign-language speakers follow the media in their first language provided by their country of origin, which makes it easier for them to find information during a state of emergency. They also rely on the authority of key people in local communities, word-of-mouth information circulating in the community, social media in their own language and messages from familiar organisations. For some immigrants, it may be as if they are living between two countries. It is therefore necessary to ensure that they can also be reached with accurate, reliable and up-to-date information specific to their location.

## On the importance of multilingual communications

Reaching foreign-language-speaking groups of people is important for democracy, as everyone has the right to information and the impact of information on inclusion, cohesion and wellbeing is significant. It is enshrined in the Constitution of Finland that everyone has the right to security of person, even in times of disruption and emergency. Achieving these rights is the goal of multilingual communications.

The multilingualisation of society means that there is an increasing need for translation and interpretation services and multilingual communications in Finland. It takes up resources to organise multilingual communications, but it is necessary to do so. Multilingual communications enable foreign-language speakers to live and participate in Finnish society. (Raikas, 2020.)

The right of foreign-language speakers to translation and interpretation in matters concerning them is established by several laws. People have the right to be informed about issues such as their asylum process in the language they speak. Social and health care customers also have the right to receive information about themselves in a language they understand. (Määttä et al., 2022) Making information accessible to all also promotes health and wellbeing.

It is also vital that, in the event of disruptions and emergencies, the core messages, situation reports and guidelines reach everyone living in Finland, not just those who speak Finnish and Swedish. Specialist terminology is used in the media on a daily basis, but it is difficult for people to fully participate in the debate if they do not understand the terms used.

Several reports and studies have examined the experiences of immigrants and their access to information during the coronavirus epidemic. Although the impact on health and wellbeing, as well as on access to services and information, varied according to the country of origin, the epidemic has had a significant impact based on statistics. The MigCOVID study (Skogberg et al., 2021) showed that the majority of immigrants felt that they had received enough information during the coronavirus epidemic. However, people who reported their language level as intermediate or beginner were less likely to feel that they had received sufficient information when compared to people with excellent skills in Finnish or Swedish (THL, 2023). Some of the organisations involved in the multilingual coronavirus communications project reported that there were groups within their client base and language groups whose wellbeing and social status was compromised by issues such as a lack of up-to-date and accessible information in their own language.

During the epidemic, immigrants had a higher risk of being infected with coronavirus compared to the population as a whole. The reasons for this included a lower socio-economic status, an occupation in which working remotely was not possible, large family sizes or cramped living conditions, all of which made it difficult to prevent chains of infection. In most cases, it was an accumulation of multiple factors that increased the risk of infection in other population groups as well. (National Institute for Health and Welfare. 2020)

Times of crisis have increased fear among some immigrants. Factors such as awareness of their own vulnerability, disconnection from Finnish society and dependence on loved ones increased the fears among elderly foreign-language speakers (Hakala et al., 2020).

Immigrants may have different experiences, traumas and fears associated with the native population. However, the need for information is great and there must be room for discussion. The experience of inclusion promotes integration with the rest of the community and enables people to act independently. (Hirvonen et al., 2020)

#### Example: Stigmatising statements about communities

During the coronavirus epidemic, some stigmatising statements about communities were made in the media. The increase in coronavirus infections was attributed to language challenges and people's lack of knowledge, overlooking how factors such as socio-economic status or living and working conditions affect the spread of the virus. However, language challenges are not caused by people, but by the lack of information available in different languages or in an understandable form. While the statements were often made with good intentions, their effects were detrimental to communities.

#### **Accessibility**

The term 'accessibility' refers to serving different audiences and users as equally as possible. Accessibility of communications means that the audience receives and understands the messages and can participate in the interaction. Accessibility requires customising and targeting communications to different audiences.

Design for All is an approach that respects human diversity. social inclusion and equality (the EIDD Stockholm Declaration, 2004). The idea is not to provide a single solution that works

for everyone, but to adapt the communications according to the user and the target group.

Communications are accessible when they are available to more groups of people. The accessibility of communications ensures that communication does not become a barrier or exclude anyone. Accessible communications must take into account the content, formats, practices and environments of the messages.

It is important for democracy that everyone can take part in the social debate. The message must be accessible, available and easy to understand. When communication is accessible, it helps people to participate in society.

Source: Viestinnän saavutettavuuden lähtökohtia [Starting points for the accessibility of communications], 2020.

Figure 2. Availability of communications for inclusion. Source: Hirvonen & Kinnunen. 2020.

+ Usability Communication + Understandability Communication Involvement availability accessibility + Barrier-free

## The role of language in communications

What kind of language is best for reaching the target groups you want to reach?

Communication skills such as literacy can be seen as basic skills, but people also have communication rights that must be safeguarded by society. Everyone must have access to information and be free to make choices based on it.

Language is a tool for communication, but it can also be an obstacle to communication. If the language is difficult to understand or contains a lot of jargon, it will exclude some readers or listeners. The social status of a person has an influence on what kind of language they understand. It should not be assumed that everyone has good communication skills, speaks several languages or understands specialised terminology in a particular field. (Hirvonen et al., 2020)

New multilingual and multichannel communication solutions are important because they enable more and more people to interact in society. Using clear language ensures high-quality translations and makes the message easy to understand. If an organisation wants to broaden its audience to include people who have difficulty understanding general language, it can switch to using easy language. Alongside written and spoken language, visual communication is increasingly used, which is understandable to the illiterate. (Hirvonen et al., 2020, p. 329–332)

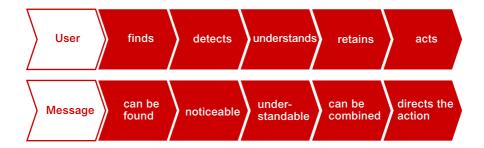
It is not known how many illiterate people there are in Finland, but many organisations encounter illiterate people in their daily work. During the coronavirus epidemic, visual instructions, spoken videos and voice messages were tailored especially for the traveller population.

To some extent, illiteracy can also be seen as the inability of a reader to understand the main purpose of a text. This happens when the reader does not understand written messages as well as spoken ones. Cultural awareness is also largely based on literacy, and literacy is influenced by the culture of the country. Although the average level of literacy among people living in Finland is good, it varies between age and language groups. The level of literacy has clearly declined in the 21st century, especially among young people. According to the PISA 2018 results, nearly 14% of young people already have an inadequate level of literacy to cope with everyday situations.

The content of the message should be customised to meet the needs of the recipient. Most people understand communication best in their first language, through which they are best informed about their rights and obligations. Topics should also be approached from a perspective that is meaningful to the reader. The tone of the text should not be too lecturing or underestimate the reader. (Hirvonen et al., 2020, p. 239)

For a message to be accessible, the user must be able to find the message, understand its content and relate it to the rest of the discussion around it. Ultimately, the message has the potential to steer action in the desired direction, such as taking the recommended vaccination.

Figure 3. Starting points for the accessibility of the message. Source: Maaß & Rink, 2019.



#### Example: The impact of emergencies on the daily lives of elderly foreign-language speakers

According to the How are we doing? report (Hakala et al., 2020), official information did not reach enough elderly foreign-language speakers during the coronavirus epidemic. The survey focused on the experiences of elderly foreign-language speakers who were involved in organisational activities before the coronavirus epidemic. Many respondents relied on the help of family, friends and employees of organisations during the coronavirus epidemic. Many people felt that they could get better help from organisations than from the authorities. More than half of the respondents felt they needed help with the vaccination process.

The best way for elderly foreign-language speakers to find information was through Finnish TV and radio channels, family members and acquaintances, or by searching for it independently on Finnish websites. Especially Arabic and Kurdish speaking people considered the internet and social media as important sources of information. Somali speaking people, on the other hand, perceived organisational actors as significant providers of information. Russian speakers preferred foreign television and radio, while Estonian speakers preferred Finnish television and radio. In addition to Finnish media, respondents sought information in their own language through media and communication channels in their home country or country of origin. However, there was a risk that the instructions in the different countries might differ and the information received could easily be mixed up.

According to the organisations' instructors, there was not enough accessible information available. Respondents appreciated the opportunity to communicate in their first language, which was also seen as a way to reduce fear and uncertainty.

## The role of easy language in multilingual communications

In Finland, Easy Finnish is defined as a form of Finnish where the language has been adapted so that it is easier to read and understand in terms of its content, vocabulary and structure. Many different groups rely on easy language, all of which are at risk of linguistic exclusion. The Finnish Centre for Easy Language estimates that between 650,000 and 750,000 people in Finland, or around 11–14% of the population, require easy language. The Finnish Centre for Easy Language provides training and information on easy language and grants SELKO symbols for easy language publications. (The Finnish Centre for Easy Language, 2022)

During the coronavirus epidemic, official communications were often difficult to understand, full of special terminology and available in a limited range of languages. However, some operators also published information in easy language. General information on the epidemic in easy language was best found on the Finnish Centre for Easy Language website. Finding region-specific information in easy language was challenging. The rapidly changing nature of information made it difficult to translate texts and adapt texts to easy language.

Usability and understandability are essential in all communications and texts. A text is usable when it is understood by the target audience. For example, a face mask user guide that is easy to read and understand improves health security.

When looking at a text as a whole, the most important thing is to understand the needs of the reader: what is the right perspective for them and what kind of content is most relevant. Presenting the text in a coherent order makes it easier to understand. In addition to the language, it is important to pay attention to the visual characteristics of the text, which also affect its understandability. (Leskelä & Uotila, 2020)

## Multilingual and multichannel communications in organisations

What does multilingualism look like in your organisation? What is your organisation's capacity for multilingual communications in the event of disruptions and emergencies? How could multilingual and multichannel communications be developed?

The coronavirus epidemic and other disruptions in recent years have highlighted the need to develop multilingual preparedness communications across all levels of society – within organisations as well. In this way, we will be better prepared for new disruptions and emergencies that may arise in the future. In the Multilingual and Multichannel Coronavirus Communications Coordination Project, we found that although organisations had basic knowledge of preparedness and readiness, many of them still lacked plans. The organisations' foreign-language-speaking clients expressed interest in preparedness but did not have enough information about it. For example, not everyone was familiar with the international distinctive sign of civil defence.

Crisis management and communications are developed by preparing preparedness plans to improve crisis management preparedness and ensure successful communications when the situation arises. Reflection on past crises also becomes important in the planning phase, in order to be best prepared for possible future disruptions and emergencies. (Rolig, 2021) In addition to that, organisations should budget financial resources for communications, preparedness and readiness when applying for funding.

Taking multilingualism into account in an organisation is an ongoing effort: multilingualism should be integrated into all aspects of the organisation's activities, even into the larger policies. It is advisable to question your own activities: is participation really accessible and unobstructed? If there are no foreign-language-speaking members in the organisation, this does

not necessarily mean that there are no foreign-language speakers living in the organisation's area of operation. If you make your activities more open to foreign-language speakers, more of them might join in.

It is important to identify the communication channels used by clients. In the event of disruptions and emergencies, communication channels must be in place to ensure the fastest possible response. Different communities may have their own channels, which can sometimes be difficult to identify. Some communities watch satellite TV, while others use a specific messaging app or social media platform as their primary communication channel. It is also worth considering what channels are used by which age groups. For example, young people often look for information through video apps, working-age people may be reached through their employer and elderly people prefer written instructions mailed to their homes. Effective ways of communicating information can include videos, drawing competitions for children and young people, activity camps, traditional brochures, discussion events or one-to-one advice.

If the message does not reach the right audience, the consequences may be serious. For example, in spring 2020, groups of people, including asylum seekers, ended up going to the wrong cities for a coronavirus test because of insufficient information. Meanwhile, others chose not to get vaccinated because the disinformation on vaccines was not corrected and accurate information was not available.

Some people trust organisations more than authorities. The target groups of organisations do not necessarily actively follow the media. Because people have a direct connection with organisations, the information they receive from organisations is important and reliable. It is therefore important to communicate the correct information. Contact is often made through face-to-face meetings or messaging apps. Through social listening (see more: THL 2023) and client interactions, organisations have a lot of tacit knowledge that is particularly important to share and use when planning preparedness communications and communicating about crises.

In line with the guidelines set by the Ministry of Social Affairs and Health during the coronavirus epidemic, the starting points for multilingual communications during disruptions and emergencies are transparency, reliability and timeliness. Communications should pay attention to the target group's information needs, concerns and wishes. Organisations

must be able to react quickly to changing information and communicate accordingly, even if there are no answers to all questions at the time. Communications must be carried out in close cooperation with the authorities and other organisations, as this will ensure clear and consistent communications and reduce the spread of rumours and misinformation. (Ministry of Social Affairs and Health, 2021)

It is important to monitor social media and actively participate in it. Communications must be open and transparent. Trust is based on the competence of professionals and is built through realistic communications, foresight, empathy and interaction.

According to the Ministry, communication risks can be significant in the event of disruptions and emergencies. Organisations should prepare basic messages that can be updated to support other communications. These may include model responses, FAQs (frequently asked questions) and basic messages for communication and preparedness plans. Blogs, columns and guest articles are also good ways to highlight the expertise of organisations and offer a broader perspective on issues.

Networking is also helpful for multilingual and multichannel communications. Networks promote equality and accessibility. Cooperation helps to avoid unnecessary overlapping work, thus saving the resources of organisations. Participation in networks increases the visibility of organisations and the visibility of their messages.

#### Example: Producing a talk show in Somali through cooperation between an organisation and the authorities

In the Multilingual and Multichannel Coronavirus Communications Coordination Project, a talk show in Somali was produced in cooperation with the Finland-Somalia Association and the National Institute for Health and Welfare (THL). The talk show was a success, reaching more than 600,000 viewers and attracting attention around the world. The show featured an expert from THL, a doctor, a religious scholar and a representative of the Finland-Somalia Association. The discussion was hosted by a journalist. The show was aired several times on satellite TV and a compilation of it was actively shared on several social media accounts in both Somali and Finnish.

#### Organisational resilience during the coronavirus epidemic

Resilience is a concept that has become familiar to many during the coronavirus epidemic. It refers to the ability of a community or organisation to learn, survive and recover in extraordinary circumstances. To be crisis-proof, an organisation or community needs to be prepared for situations in advance. This means advance planning and risk management, training and skills development, preparedness and communication planning, continuity management, advance preparation and practice – all of which ensure comprehensive security.

Comprehensive security refers to the cooperation between authorities, businesses, organisations and individuals to ensure the vital societal functions in the event of disruptions and emergencies. Through cooperation, organisations can avoid unnecessary overlapping work, reduce costs and reach more people.

Disruptions and emergencies can be individual accidents or wider incidents affecting communities or the whole of society. During the coronavirus epidemic, we have seen that an outbreak of communicable diseases can have a negative impact on people's inclusion and wellbeing and interrupt the activities of daily life.

Organisations play an important role in preparedness and its management. Organisations can use their own expertise and resources to channel people's desire to help and reach out to those in need. Preparedness planning ensures the continuity of operations in the event of disruptions and emergencies and secures the organisation's operational capacity and autonomy. A preparedness plan and preparedness reinforce situation management in the event of disruptions, and communications planning also helps to achieve this objective.

#### Source:

Järjestöt ja korona [Organisations and the coronavirus], 2020.

## The significance of cooperation

What networks is your organisation involved in? What kind of contacts does your organisation have with the authorities, regional operators and other organisations? Is the continuity of these contacts guaranteed?

Cooperation was one of the main lessons learned in the project. Cooperation with other organisations, authorities and communities is essential in the management of disruptions and emergencies. Building trust between communities and other stakeholders is important, and dialogue should take place through multiple channels.

Engaging communities is crucial during epidemics (Gilmore, 2020; Lewandowsky, 2021). Communities should be involved in identifying problems and developing solutions. Cooperation must also be meaningful for communities, so that they are motivated to be part of it. To build cooperation, it is necessary to learn about the communities and their needs and to share information openly and transparently. In practice, community engagement can take the form of building partnerships with the leaders or other key people in the community. Relationships with communities should be established before the crisis occurs.

During the coronavirus epidemic, organisations would have liked the authorities to communicate more clearly and provide more accurate information. They often found themselves in a difficult situation, as employees and volunteers had to answer questions that they did not know the answers to.

Cooperation between authorities, large coordinating organisations and small organisations will bring significant benefits to all parties involved. During the coronavirus epidemic, different actors have gained a lot of knowledge that needs to be shared and taken forward together. This can be accomplished through various networks. Through cooperation, it is possible to avoid unnecessary overlapping work between different

actors and to improve the flow of information and coordination between them. The need for coordination becomes vital, especially in times of disruption and emergencies. The cooperation can also include reviewing the content of the material and ensuring quality control.

Networks should also be analysed and utilised from a perspective of preparedness. Can the people in the network be ready to help in situations? The situation must be assessed well in advance, as operational models and agreements must be in place in the event of a disruption. Organisations should seek out culturally diverse organisations in the region and establish contacts with them. They can also contact larger umbrella organisations such as Moniheli ry.

The continuity of networks and contacts must be ensured. It is also important to ensure that the voices of the parties in the network are heard. If the network is coordinated by a large organisation, it is also important to make sure that smaller organisations are given a voice and that their work is recognised.

## Example: Information events enabled dialogue during the coronavirus epidemic

Koronaviestintähanke järjesti yhteistyössä viranomaisten, alueellisten toimijoiden ja yhteisöjen avainhenkilöiden kanssa infotilaisuuksia, joissa oli mahdollisuus käydä keskustelua ja esittää kysymyksiä. Tilaisuuksien yhteyteen järjestettiin usein myös pop up -pisteitä, joissa halukkaat pystyivät ottamaan koronarokotuksen. Tilaisuuksia järjestettiin järjestöjen, kaupunkien ja oppilaitosten tiloissa.

## The challenges in multilingual communications

Imagine a situation in which society is struck by a disruption that leads to a state of emergency. The authorities are slow to provide information. At the same time, there is a lot of advice, disinformation and speculation in the media and social media, which further increases uncertainty and anxietv.

Due to the gravity of the situation, the authorities issue an official notification containing important information and instructions on how to act in the situation. However, the notification is not worded clearly. It contains a lot of challenging terminology that requires knowledge of local culture and practices.

The notification is translated into different languages with no consideration of different target groups. One of these translations is commissioned from an external translation agency, and the agency then assigns the task to a translator. The translator does not receive clear instructions on how to translate special terms or how to interpret cultural references.

The translation agency delivers the translation a day too late. Organisations are not in direct contact with the translator, which makes it difficult to correct errors. Without any training in the field of translation, a volunteer within the organisation has to correct the mistakes. This process results in a text full of imprecise translations of special terms and attempts to explain culture-specific expressions with illustrations.

The text and images are published on social media, but the errors create mistrust and give the publisher an unprofessional reputation. In addition to this, the publisher is not reaching all its target audiences, as the translation is not accessible to everyone. The readers misunderstand the illustration in the notification, and this adds to the different misinterpretations and doubts.

Eventually, the notification is printed as a brochure, but that does not reach enough people, either, as people are staying at home. There is little contact with the target audience and the brochures are left gathering dust in a desk drawer. The published material raises questions, but there are no resources to answer or discuss them. People are becoming increasingly agitated and concerned.

The nightmare scenario described above illustrates the challenges of multilingual communications in times of disruption and emergencies. Although the scenario is exaggerated, it is to some extent based on the reality at the time of the coronavirus epidemic. The most significant problems that we identified during the coronavirus epidemic were related to the spread of disinformation, lack of resources in organisations, translation problems and challenges in visual communication. In the following sections, we will take a closer look at the challenges presented in the scenario, such as disinformation, a lack of resources and difficulties in translation and image selection, and offer solutions to them.

#### Disinformation and misinformation

What kind of misinformation is circulating in communities? Do the employees and volunteers in your organisation have the tools to fight misinformation?

During the coronavirus epidemic, disinformation (deliberately misleading information) and misinformation (unintentionally misleading information) were major problems. Misinformation spread rapidly, and many believed it and acted upon it. During the coronavirus epidemic, rumours spread that the coronavirus was not real or could be cured with home remedies. This led to people not following the official instructions and, thus, endangering both their own health and the health of others.

Social media is one of the main channels through which disinformation is spread. This is partly because many social media users rarely check sources or assess the reliability of them. Social media is also an easy platform to search for information, where misinformation is often presented in an interesting and eye-catching way. In addition to this, the

algorithms tend to favour emotionally charged content, which contributes to the spread of disinformation.

During the coronavirus epidemic, information was sometimes contradictory, difficult to understand or unclear. Official instructions changed rapidly, causing confusion and suspicion. Providing correct, verified information is the simplest way to combat disinformation. In order to directly address a specific piece of disinformation, it is important to know whether that information is likely to have an impact on the community. Repeating disinformation is never a positive thing. (Lewandowsky, 2021)

The spread of disinformation and misinformation proves how important it is to ensure the reliability and timeliness of information. This requires cooperation and responsible dissemination of information between different actors, such as the media, authorities and organisations. The employees and volunteers of organisations must be adequately prepared to fight disinformation and misinformation. Organisations can organise workshops for their clients to talk about media literacy. In the workshops, organisations can use the *Test your media literacy and Identify false content and fake news* disinformation and media literacy cards, which were published in six languages as part of the project. (https://www.redcross.fi/multilingual-coronavirus-communications/)

#### The lack of resources in organisations

What kind of resources does your organisation have? How are resources allocated in a crisis? How is your organisation prepared for disruptions and emergencies?

In multilingual communications, resource management is of great importance. Workload and resources are difficult to predict and can vary depending on the nature of the crisis. In organisations, employees change frequently and work is often done on a project basis, which makes it difficult to retain information within the organisation. Organisations do not necessarily have a person in charge of communication. It is therefore important for each organisation to appoint a communication officer.

Planning, carrying out and disseminating accessible and multilingual communications requires time and financial resources. Organisations need resources to customise official messages for their target audiences and the knowledge to use imagery and clear and easy language. Feedback from the target audience is needed to refine the messages and make them more appropriate and engaging.

Organisations already have extensive knowledge. In the long run, it is more cost-effective to maintain human capital in organisations than to rely on external help. In small organisations, resources must be allocated precisely according to tasks. Preparing crisis communications and preparedness plans is important so that organisations can continue to prepare for potential disruptions and emergencies in the future.

It is also important to think about emergency preparedness from a financial standpoint. Communications in a state of emergency require financial resources, and it is important to allocate them to ensure successful communications. In addition to these, organisations should negotiate with entities such as municipalities and wellbeing services counties in advance about the kind of assistance they may need in the event of disruptions and emergencies and agree on the use of resources.

#### Translations and interpretation

How are translation processes coordinated? Do translators have glossaries or guidelines on specific topics? Are translations reviewed and proofread?

Several issues related to translation emerged during the coronavirus epidemic. Translation processes, quality and practices were addressed in the University of Helsinki report (2022) Improving communication with migrants for crisis preparedness in Finland: Lessons learned from COVID-19. Problems included the outsourcing of translations and the difficult source texts from which the translations were made. The number of translations skyrocketed in a short period of time. Moreover, the information did not always reach the right target groups in time. In many organisations, the quality of translations was not sufficient and

communication specialists often had difficulties in managing the translation processes. They may not have had sufficient knowledge about planning and implementing multilingual communications. In addition to this, the translations were often outsourced to a translation agency, which often resulted in uneven quality.

Commissioning translation and interpretation services is guite expensive, so organisations often relied on their employees, volunteers and informal networks. Finding a suitable language for all participants in the organisations' activities was challenging at times, and in many cases only Finnish and English were used at the events because no interpreters were available at short notice. The quality of interpretation varied significantly during the coronavirus epidemic. Fortunately, interpreters, reviewers and proofreaders in the required languages were often found through partner organisations, employees and volunteers.

Many operators had no plans for their translation processes, resulting in low-quality translations that were not reviewed or proofread by native speakers. At times, this even led to factual errors, which caused mistrust among readers.

It is advisable to use particularly clear Finnish or Easy Finnish in the original texts, as translations can make the content even more difficult to understand. The clarity of the language can be tested by having someone who does not speak Finnish as their first language read the text. The wider use of easy language would also be beneficial in that translations could be done faster with a smaller pool of translators.

Translations should also take into account the culture of the target audience. It is not enough to simply translate the texts directly, but the translations must clarify cultural references and take into account the needs and differences of different groups. It is also important to pay attention to the best ways of addressing different language groups. For example, using the conditional form and presenting instructions as recommendations can be confusing. In some cases, using the imperative form may be the most effective.

Vocabulary plays a key role in multilingual communications and their accessibility. The terminology must be consistent. Organisations would have liked to have a database of official translations of the names of

different authorities and a vocabulary related to readiness and preparedness, among other things. In disruptions and emergencies, the translation and proofreading process can be speeded up considerably if a network of translators and proofreaders has already been established. Organisations could share the network for the benefit of all. It would require some resources to maintain the network, but its existence would be invaluable.

#### Images and imagery

Can people from different backgrounds identify with the people in the imagery? Are the images ambiguous or understandable in an unambiguous way?

Illustrations and images can clarify the message, make the message more approachable and attract readers to read the text. Images can be used to visualise, enhance and convey information and, at their best, break the language barrier and help illiterate people understand the issues at hand. (Kinnunen, p. 196)

The meanings of images are not necessarily clear to someone from another culture, as images can often be interpreted in very different ways. If an image communicates features of another culture, such as values, the content of the image may remain foreign to the interpreter. Written text can reduce or remove any ambiguity that an image may cause, but for illiterate people this will not work. For the illiterate, all information must be provided in a non-written form. Audio versions of brochures and materials should also be recorded and subtitles added to videos to make them accessible to as many people as possible.

Images help to create a sense of who we are and who is a part of our society. This is why it is also important to plan the imagery in advance and make imagery guidelines for everyone in the organisation. It is also worth including your organisation's own images in media releases.

Diversity should be represented in the images. Stereotypical illustrations reinforce prejudices. The most popular image banks often contain generic images that do not look authentic or reflect reality. However, if

your organisation uses images from image banks, you should focus on finding appropriate images and avoid the most popular free images.

When making illustrations, organisations should pay attention to the diversity of the images by showing people of different ages and sizes, for example. It is worth considering whether the images are relatable to the audience. Roles and power structures can be deconstructed by paying attention to who the image is focused on and who is in the background, who is active and who is passive, and who is the helper and who is being helped. By making conscious choices, damaging attitudes and prejudices can be challenged rather than perpetuated.

# Checklist for multilingual and multichannel communications

#### **PLANNING**

■ Make plans and set responsibilities.

It is a good idea for an organisation to have communication and preparedness plans. The plans should indicate each person's responsibilities and the action plan for both day-to-day operations and emergency situations. Make sure that everyone in the organisation knows their responsibilities.

■ Map out resources in advance.

Ensure that the resources for disruptions and emergencies are mapped out and included in the plans. Resources affect what you can realistically do. Also make sure that financial resources are set aside for planning and crisis situations.

☐ Establish the main principles of multilingual communication.

Think carefully about the languages your organisation uses in its communications and the criteria for choosing the languages in each situation. Everyone knows the main principles of communication and can rely on them in the event of disruptions and emergencies.

☐ Communicate in a clear and understandable way.

Clarity and understandability must be the aim in all organisational communications. Clear source texts facilitate the translation process and are understandable to as many people as possible.

#### Increase the easy language skills in your organisation.

Are there people in your organisation who know easy language? Could your organisation take part in easy language training and increase its easy language skills? In the event of disruptions and emergencies, information should be available in easy language. Easy Finnish can also be used when translating a text is not possible.

#### Ensure that the translation process runs smoothly.

Translation processes should be planned as part of other communication planning to ensure that the translation process is swift. Think about what kind of approaches are best for your organisation. Do you translate your material within your organisation, or do you outsource the translations? Are there any guidelines for translators? Are translations reviewed and proofread?

#### Have a positive attitude towards multilingualism.

Multilingualism is sometimes seen as a negative thing that takes up resources. However, multilingualism offers many opportunities, and it is important to maintain a positive attitude towards multilingualism.

#### Ensure the accessibility of communication.

Allocate resources to improving the accessibility of your digital media and communications and ensure that your message is accessible. You can check whether messages are readable by reading devices and whether the text in the images is also described in the message. Remember to subtitle your spoken videos and add audio to your text videos.

#### Observe the imagery of your organisation.

Different kinds of imagery appeal to different people, and it is good to acknowledge diversity in images. Think about the kinds of images your organisation uses. Who are the people in the images and who can identify with them? What kinds of symbols are used? Are the images understandable in an unambiguous way?

#### ■ Make sure that everyone is doing well.

It is a good idea for organisations to plan how to support the coping and mental wellbeing of their employees and volunteers. This applies both in the day-to-day activities of the organisation and in the event of disruptions and emergencies.

#### **CREATING A MESSAGE**

#### ☐ Check the facts.

Only share verified information. Even if the message is urgent, make sure that the information is correct. Hastily published misinformation is more damaging than verified information that is published with a slight delay.

#### ☐ Create a situational picture.

Stay informed about what is happening in society. What kind of messages are the authorities and the media sending? What about the communities? What information is needed and where can you find it? What kind of material has already been produced and what is in the works?

#### ☐ Recognise misinformation.

What kind of misinformation is circulating in communities? Correct any misinformation affecting the community by providing verified information. Organise media literacy training and workshops. You can use media literacy cards in these events (see <a href="https://www.redcross.fi/multilingual-coronavirus-communications/">https://www.redcross.fi/multilingual-coronavirus-communications/</a>).

#### ☐ Build trust.

Trust is a result of long-term commitment. Trust in different communities varies widely, depending on factors such as previous experiences, social inclusion and the culture of the country of origin. Trust can be built by repeating the messages and explaining the information, for example.

#### Communicate in an understandable way.

Use easy language or as clear language as possible. Do not assume that everyone understands difficult words. Consider whether there are any cultural references or metaphors in the source text that would benefit from further elaboration.

#### Time your messages right.

Publish information when it is needed. In different communities. the same topics can be relevant at completely different times. If the content of the message is of a rapidly changing nature, make sure to mention this and add the date to the material, if possible.

#### Make the goal of the message clear.

Think about what you want to achieve with your message. Is the message simply conveying information, or is it trying to spark a debate or direct people to act? If the aim of the message is to change people's behaviour, consider whether people are motivated enough to act in the desired way based on their values.

#### Identify the target audience of your message.

Think about who you are addressing your message to. Narrow down the target group by language or age, for example, and identify what kind of information is needed in this specific group. What are the community's perceptions on the subject and is there room for discussion?

#### Find the right channels.

Map out which communication channels are used by your target group. Does a certain social media channel or messaging app work, or would printed material be most effective? In what form is information best absorbed? In general, previously established channels quickly attract audiences in the event of disruptions and emergencies as well.

#### Customise and adjust your messages.

Customise your messages according to the target audience. Simply translating official messages is usually not enough, as the message must be meaningful to bring about the desired change in behaviour. You can get valuable insights from the key people in your target audience on what types of messages work best.

#### Narrow down your message and make it concise.

Keep your message short and to the point, but include all the essential information. If possible, narrow down the content of your message to a single topic.

#### Avoid stigmatising people.

Avoid stigmatising certain groups and communities in your messages. Stigmatisation is damaging and can interfere with the crisis response by creating mistrust, for example.

#### Also consider the images.

Clear images support the message and make it easier to understand. The images must be unambiguous. Written text can reduce the potential ambiguity of an image, but it will not be useful for illiterate people. Can the target audience identify with the people in the images?

#### Repeat your message.

In the event of disruptions and emergencies, it is essential to repeat and update key messages, such as operational instructions. The format of the updates should be similar so that the messages can be easily linked to each other.

#### Compile an FAQ (Frequently Asked Questions).

Create an easy-to-find information section with answers to frequently asked questions. Be sure to update it as well.

#### ☐ Give it time.

People and communities often need time to adjust to a new situation. You can assess whether there is room for new discussions in the communities. Could your organisation arrange a discussion forum with trusted experts from the community and interpreters present, if needed? The needs and questions of target groups can be surprising, so it is important to understand the cultural context.

#### ☐ Be creative.

If no message seems to reach and engage the audience, think of new ways to approach the topic. Could it be a poetry video created with the community, a drawing competition for children, a day camp for young people or a resource workshop for the elderly?

#### **COOPERATION**

#### Make new contacts.

Are there other organisations and actors in your area whose clients you would like to reach? Visit them to present your activities and invite them to visit you. Could we also cooperate with other actors to create materials or organise events? Does your organisation need to reach all the target groups by itself or could another organisation act as an intermediary? Also establish connections with authorities, cities, municipalities, wellbeing services counties, media and experts.

#### Cooperate.

Through cooperation, you can avoid unnecessary overlapping work, promote the flow of information and know what kind of communications other actors are producing. Coordination is vital, especially in times of disruption and emergencies. Organisations can also work together to carry out things like fact-checking.

#### Identify the key people in the communities.

Identify the key people and influencers in your target communities and make connections with them. You can also organise training on communications and on how to respond to disruptions.

☐ Visit the	communities.
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Arrange visits to community events and gatherings with the key people in the communities. These are good opportunities to share information about the organisation and its activities.

#### ■ Ensure the continuity of your networks.

Participate in networks and maintain them. Existing networks and partnerships facilitate communications in exceptional situations. When a crisis occurs, you can contact the actors you already know, instead of having to start building trust from scratch. Familiarise your new employees with the networks as well.

#### ☐ Share the material with other actors.

The finished material should also be shared with other actors. One common platform to which material can be shared is the Ministry of Economic Affairs and Employment's Partnership Platform.

#### ■ Ensure the preparedness of your networks.

Consider how the network is prepared to deal with disruptions and emergencies. Are the people in the network ready to help? Could you create a network of translators and proofreaders? The situation should be assessed well in advance, as information on how to act in disruptions and emergencies should be available before such a situation occurs.

#### Conclusion

The number of foreign-language speakers, especially elderly foreignlanguage speakers, is constantly increasing in our society. With that comes a growing need for accessible and understandable communications. To ensure that important information is communicated clearly to target audiences, enhanced and interactive communications are needed, as well as communications and language professionals to carry it out.

The need for accessible communications during disruptions and emergencies is particularly high. It was great to see that during the coronavirus epidemic, many actors started to invest in multilingual communication. The fundamental lesson of the years of the coronavirus epidemic is that the preparedness of organisations and other entities for different emergencies is of paramount importance.

During the project, we gathered a lot of useful information on what should be further developed. Resources for multilingual communications should be earmarked at the planning stage. Cooperation and the continuity of networks will help to overcome disruptions and emergencies and provide support to all parties involved. Communities can be engaged in many ways: by building trust, practising social listening, anticipating needs, planning activities and communicating about issues that are important to the target group. Each exceptional situation shapes practices and policies. The most important thing to understand is that the development of communications is an ongoing process that is never complete.

We hope that you will make the most of this guide – not only in the event of disruptions and emergencies, but also in your organisation's day-to-day operations. For democracy to be strengthened, foreign-language speakers must be reached and involved in all societal activities and decision-making.

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