

Disability inclusive & Disaster-resilient Queensland

Disability-Inclusive Disaster Risk Reduction (DIDRR) Framework and Toolkit



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Disability Inclusive Disaster Risk Reduction (DIDRR) Framework and Toolkit

The Queensland DIDRR Framework and Toolkit **provides a roadmap** for people with disability, community and disability support services, and local disaster management to work together to co-design DIDRR innovations, implement, and evaluate their impact on decreasing risk and increasing the resilience of people with disability to disaster.

Practice tips and examples help collaborators get started.

A companion resource provides quick access to tools that enable the advancement of DIDRR practices at the local community level.

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This project was led by the Centre for Disability Research and Policy in partnership with the Queenslanders with Disability Network and the Community Services Industry Alliance. It was supported by a multi-stakeholder advisory committee.

All images in this document were taken with permission of the participants who learned together about DIDRR at multi-stakeholder consultations held between May – June 2019.

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Further information:

www.collaborating4inclusion.org

Contents

| | |
|--|----|
| The Issues | 4 |
| About the Project | 5 |
| Investigator Team | 6 |
| Inclusive DRR is a Global Responsibility | 7 |
| Responsibility for DRR in Queensland Communities | 8 |
| Project Focus: Developing DIDRR in Queensland | 11 |
| Co-creating the DIDRR Framework and Toolkit | 12 |
| Where to go for more information | 13 |
| Learning from experience of disaster | 14 |
| Principles and Actions | 15 |
| Framework Infographic | 21 |
| DIDRR Framework | 22 |
| Impact: Resilience | 23 |
| Outcomes: Shared and Defined Responsibilities | 24 |
| Learning from the Experiences of People with Disability | 25 |
| Process: Planning Conversations | 26 |
| DIDRR Mechanism: Learning and Capacity Development | 28 |
| DIDRR Mechanism: Data and Evidence | 28 |
| DIDRR Mechanism: Accessibility and Capability | 29 |
| DIDRR Mechanism: Participation and Representation | 29 |
| DIDRR Toolkit: A Resource Library | 30 |
| Next Steps: Monitoring and Evaluation | 32 |
| PRACTICE TIP 1: Person-Centred emergency preparedness | 33 |
| PRACTICE TIP 2: Inviting collaborators into the planning conversation | 35 |
| PRACTICE TIP 3: Learning together is collaboration | 37 |
| PRACTICE TIP 4: Using disability data and evidence to increase the resilience of people with disability to disaster | 39 |
| PRACTICE TIP 5: Inclusive community engagement | 41 |
| PRACTICE TIP 6: Disabled People's Organisations (DPO) | 43 |
| PRACTICE TIP 7: Representation and participation of people with disability | 44 |
| PRACTICE TIP 8: Asset-based tools for DIDRR | 46 |
| References | 47 |

The Issues

Three interrelated issues informed this project:

1. **People with disability are excluded from community engagement activities commonly used to increase the self-reliance of individuals and communities in a disaster.**

This perpetuates inequity for people with disability and increases their vulnerability to disaster because their support needs, in emergency situations, are not understood. Family and carers face the same structural barriers as the individuals they care for in an emergency situation. Assuming they can respond effectively is dangerous for all concerned.

2. **Local community resilience depends upon the capacity of community and disability support services and disability advocacy organisations to support and advocate for people with disability in emergencies.**

Community service personnel have intimate knowledge of client capability and functional support needs and can use this knowledge to build preparedness together with people with disability, their family and carers. However, community and disability organisations are not adequately prepared for disasters themselves nor are they integrated into the emergency management system. In Australia, experience at the community level only comes after a devastating disaster; this is too late.

3. **Asset-based resources are needed that will practically support emergency managers to work collaboratively with people with disability and community and disability personnel.**

Emergency managers need resources that better meet the learning, participation and support needs of people with disability and their support networks in emergencies. To be included in and contribute to disaster risk reduction, people with disability require accessible information in formats they can understand and use.



About the Project

The Queensland Department of Communities, Disability Services and Seniors partnered with the Centre for Disability Research and Policy at The University of Sydney, the Queenslanders with Disability Network (QDN), and the Community Services Industry Alliance (CSIA) to engage community stakeholders from the disability, community, and emergency services sectors in the collaborative co-design of tools, resources, and supports for enabling Disability Inclusive Disaster Risk reduction (DIDRR).

This project has two Phases:

Phase 1:

- raising awareness about DIDRR as a cross-sector responsibility;
- enabling inclusive community engagement to ensure active participation of people with disability leading DIDRR;
- identifying mechanisms for DIDRR and creating a roadmap for DIDRR in Queensland communities.

Timeline: April – September 2019

Phase 2:

- mobilising local champions, resources, and opportunities for DIDRR development;
- developing innovative DIDRR at the community level through cross-sector collaboration;
- implementing, evaluating, and showcasing DIDRR in action.

Timeline: October 2019 – June 2021



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We want to thank all of those people who contributed their time and expertise so that we could learn together about what is needed to advance DIDRR in Queensland communities. The experiences and insights of over 200 participants, including people with disability and their representatives, contributed to the co-creation and tailoring of knowledge about DIDRR and resulted in the Queensland DIDRR Framework and Toolkit.

Inclusive DRR is a Global Responsibility

People with disability are being left behind in DRR activities worldwide.

People with disability rely on different levels and types of function-based support every day. Access to these supports can be compromised during and after a disaster (Villeneuve, 2019). This challenges self-reliance and the capacity of people with disability to take effective action during a disaster, increasing their risk and impacting recovery. Barriers that increase the vulnerability of people with disability to disasters include inaccessible early warning systems that they cannot hear, see or understand; buildings and footpaths that prevent escape for people with mobility impairments; natural hazard emergencies that separate them from their assistive technology and people who support them. The vulnerability of people with disability is further increased because people with disability have not been included in community-level disaster preparedness.

People with disability are being left behind in disaster preparedness activities worldwide (UNISDR, 2014). The first UN survey on disability and disasters found the majority of respondents with disability (85.57%) from 137 countries had not participated in community-level disaster risk reduction (DRR). Only 20% were able to evacuate effectively, rising to 38% when appropriate information was available (UNISDR, 2014). Survival crucially depends on everyone in the community being well prepared for disasters (Parliament of Victoria, 2010). This includes people with disability and their support networks. Global attention is now focusing on how to enable mainstream agencies to include people with disability in local emergency preparedness as the key to addressing the disproportionate impact of disaster events for people with disability (Stough & Kelman, 2018).

Australia, as a signatory to the Sendai Framework for DRR (2015-2030) (UNISDR, 2015) has to find ways to ensure everyone is well prepared for disasters triggered by natural hazards. Currently, DRR approaches are delivered to citizens by emergency managers through public awareness and education campaigns that are generalised to an *entire* population (Alexander, 2011). These broad approaches fail to acknowledge and cater for the individualised support needs and capabilities of people with different types of disabilities in an emergency (Villeneuve, 2018). This oversight has devastating consequences. Research shows that people with disability are more vulnerable to hazard events; they are up to four times more likely to die or be injured during disasters than others (Garlick, 2015; Hisamatsu, 2013; Tatsuki, 2012).



Responsibility for DRR in Queensland Communities

A necessary component of Disaster Management involves education and awareness to the community about actions they can take to reduce their disaster risk before, during and after a disaster.

In Queensland, the *Disaster Management Act 2003* and the *Disaster Management Regulation 2014* form the legislative basis for disaster management within all levels of government and guides Queensland's disaster management arrangements. Disaster management arrangements are based on partnerships between Disaster Management Groups (DMG) working collaboratively with the community to reduce disaster risk for everyone. Coordination between DMGs at the local, district, and state levels are designed to deliver effective disaster management within Queensland (see Chapter 2 of the QLD State Disaster Management Plan for details).

Local governments are primarily responsible for managing disaster events in their Local Government Area (LGA). According to the Queensland Disaster Management Guidelines (2018), LGAs are ideally placed to provide specific disaster management at the community level given their knowledge and understanding of local social, environmental and economic issues. As per the Disaster Management Arrangements, Local DMGs are supported by District and State DMGs. Local, District and State DMGs are further supported by multiple committees at both the state and Commonwealth levels (including comprehensive recovery arrangements).

Queensland has several DRR policies and strategies intended to guide local, district and state DMGs with regards to their functions, obligations, and legislative requirements. Disaster Risk Management (DRM) (regularly referred to as *disaster management*) involves the application of DRR policies and strategies to prevent new disaster risk, reduce existing disaster risk, and manage residual risk. DRM aims to strengthen resilience and reduce disaster losses. A necessary component of DRM involves education and awareness to the community about ways that they can take action to reduce their disaster risk before, during and after a disaster. The contributions that individuals and communities make to DRR contributes to whole-of-community resilience to disaster (Attorney General's Department, 2011). To be included, people with disability need information, tools, and effective mechanisms to support their full participation and contribution to DRR.



<https://www.disaster.qld.gov.au/cdmp/Documents/Queensland-State-Disaster-Management-Plan.pdf>

Australia, as a signatory to the Sendai Framework for Disaster Risk Reduction (DRR) (UNISDR, 2015) has to find ways to ensure everyone is well prepared for disasters triggered by natural hazards. This includes people with disability and their support networks.

Consistent with the Sendai Framework for DRR, Australia's National Strategy for Disaster Resilience calls on individuals and community organisations to share responsibility with emergency managers by reducing their disaster risk and contributing to community resilience. Australia's National Disaster Risk Reduction Framework (Australian Government Department of Home Affairs 2018) further advocates the development of shared but defined responsibilities so that individuals and communities can contribute to DRR within their capabilities. However, existing Queensland DRM policies offer limited direction for how individuals, including people with disability and the community organisations that support them, can contribute to DRR. (see Examples in Box 1 and Box 2).

Australia's National Disaster Risk Reduction Framework (2018) advocates for the development of shared and defined responsibilities so that individuals and communities can contribute to DRR within their capabilities.

The Sendai Framework established, for the first time, that people with disabilities are to be regarded as contributing stakeholders in DRR noting that, *"Persons with disabilities and their organizations are critical in the assessment of disaster risk and in designing and implementing plans tailored to specific requirements, taking into consideration, inter alia, the principles of universal design"* (Para.V.36.iii, p. 23). Upholding Australia's commitments to international frameworks and conventions (e.g., the UN Convention on the Rights of Persons with Disability) requires the development of frameworks and tools that support the equitable inclusion of people with disability in DRR.



Box 1. Queensland Disaster Management Guideline (2018)

The aim of the *Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline (2018)* is to provide flexible, good practice suggestions and advice to those responsible for implementing disaster management practice. The Guideline provides comprehensive information about the role of emergency services and addresses, to some extent, the role of non-government and community organisations in disaster welfare. As the Guideline targets disaster managers, roles for community organisations focus on their participation in vulnerability assessment and business continuity planning. The proactive role that community organisations can play in planning and emergency preparedness should also be highlighted.

The sections of the Guideline on prevention have a focus on emergency services management of hazard risk and mitigation strategies which are undertaken by the emergency services sector to protect critical infrastructure. Focusing attention on the social infrastructure within communities that can support disaster risk reduction and community resilience, particularly for vulnerable groups, including people with disability and their support networks, would also be advantageous.

<https://www.disaster.qld.gov.au/dmg/Documents/QLD-Disaster-Management-Guideline.pdf>

Box 2. People with Vulnerabilities in Disasters Framework (2016)

The *People with Vulnerabilities in Disasters Framework (2016)*, developed by the Queensland Government, is a state-wide framework that identifies factors to consider when undertaking collaborative work. The Framework focuses attention on the important responsibility of local government to engage with local businesses and community organisations to support vulnerable groups in emergencies through the development of an implementation plan.

The Framework does not sufficiently address actions that individuals themselves can take to increase their self-sufficiency in emergencies and the coordinative, cooperative, and collaborative roles that other community stakeholders can play to enable their disaster resilience.

https://www.qld.gov.au/data/assets/pdf_file/0022/55327/supporting-people-with-vulnerabilities-framework.pdf



Project Focus: Developing DIDRR in Queensland

Development of the DIDRR Framework and Toolkit was part of a larger, two-phase, project designed to guide the development and implementation of disability inclusive DRR in Queensland through local collaborative action.

Phase one took place in four Local Government Areas (LGAs): Brisbane, Ipswich and surrounds, Rockhampton and surrounds, and Townsville. Each LGA has different demographics including core activities needing assistance, profile of community resources, local hazard risk, and experience of disaster.

Our objective was to provide actionable guidance to local disaster managers on how they can work together with community stakeholders, including people with disability and their representatives, to enable more inclusive approaches to DRR in Queensland communities.

To achieve this objective, we brought research on inclusive disaster risk reduction (DRR) together with a structured cross-sector process to facilitate the collaborative co-design of the DIDRR Framework and Toolkit that can be implemented at the local level of communities, where disasters happen. Participating stakeholders from the disability, community, health, emergency management sectors, including government were invited to share their experiences and exchange knowledge about how to reduce risk and increase the resilience of people with disability to disasters.

Inclusion of people with disability was achieved by: (a) partnering with the Queenslanders with Disability Network (QDN) and extending invitations to people with disability and their representatives to participate; and (b) providing the means to support their engagement (e.g., Auslan interpretation, barrier-free meeting spaces, safe space to express ideas, accommodating diverse communication needs, access for service animals, assistance with note-taking).

Phase two will focus on implementing the DIDRR Framework and Toolkit, evaluating and showcasing DIDRR in action.

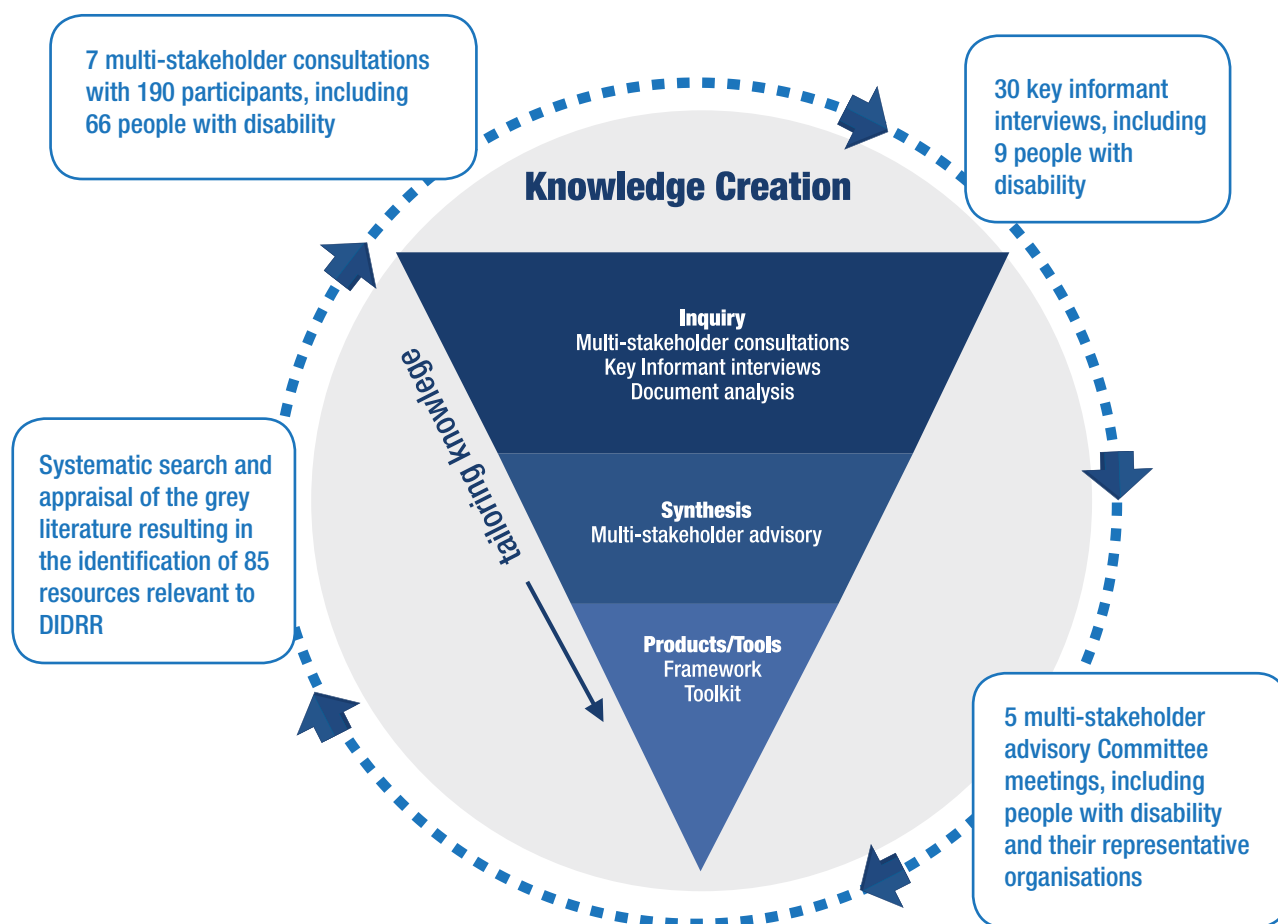
Local champions including, people with disability, community and disability support providers, and emergency managers will work together to co-design DIDRR innovations and test them in their local community. Video-based stories will share actions taken and lessons learned.

This project is supported through the active participation of an Advisory Committee comprised of state and national level decision-makers from the emergency, disability, and community sectors. The role of the advisory is to: (a) develop shared understanding of findings across multiple sectors with decision-making responsibility; (b) support alignment and integration of the DIDRR Framework and Toolkit with policy; and (c) advance DIDRR dissemination through state and national networks.

Co-creating the DIDRR Framework and Toolkit

The DIDRR Framework and Toolkit was developed through a co-design process involving 250 participants. We undertook a cross-sector inclusive community engagement process in four Queensland communities involving multi-stakeholder consultations, key informant interviews, and document analysis. Our process was adapted from the knowledge to action cycle (Graham et al., 2006). The following figure provides an overview of the process used to co-create and tailor knowledge to the Queensland context.

Inclusive Community Engagement Methodology



Collectively, this iterative process enabled shared learning across multiple stakeholders about the challenges for people with disability in emergencies. It supported the co-creation and tailoring of knowledge about how DIDRR could be implemented through cross-sector collaborative action in Queensland communities. The DIDRR Framework and Toolkit, including a companion DIDRR resource library, were the **products** of this learning.

Where to go for more information

Detailed findings from this inquiry into the challenges and opportunities for DIDRR development in Queensland can be found at www.collaborating4inclusion.org.

- Four reports share findings from the inclusive community stakeholder consultations held in each participating LGA

- Brisbane (ISSN: 2652-2241, Issue 1/No 1)
- Ipswich and surrounds (ISSN: 2652-2241, Issue 1/No 2)
- Townsville (ISSN: 2652-2241, Issue 1/No 3)
- Rockhampton and surrounds (ISSN: 2652-2241, Issue 1/No 4)

- An evaluation report shares how the inclusive community engagement process enabled the inclusion of people with disability in planning for DIDRR and the impact of this project in establishing commitment from multiple stakeholders to advance DIDRR practice at the local community level

- Process Evaluation (ISSN: 2652-2241, Issue 1/No 5)

- A synthesis document shares cross-sector learning about DIDRR in four Queensland communities (ISSN: 2652-2241, Issue 1/No 6).

- Cross-sector learning about DIDRR (ISSN: 2652-2241, Issue 1/No 6)



Learning from the experience of disaster

At the multi-stakeholder consultations, Townsville participants asked lots of questions. Stimulated by participant responses during individual interviews and energised through small group discussions involving people with disability, community and disability support services, and local disaster managers, poignant questions arose out of the participants' collective experience of the 2019 Townsville floods.

"I've got 12 hours back up electricity for my ventilator so if that's not there (long pause). So, if there were a power outage, it would be a life-threatening situation."

Questions such as:

- How can we better equip people with disability so that they are self-reliant in emergencies?
- How can we be more proactive in preparing for recovery support for mental health and well-being after disaster?
- Who checks in on people with disability?
- What happens when your support people are also affected by the disaster?
- What happens if you have nobody to check on you?
- How can evacuation centres better support the needs of people with disability?
- How can people with disability evacuate if they cannot evacuate?
- It's all on the Townsville City Council (TCC) Dashboard – but can the Dashboard be more accessible for people with disability?
- How can we maintain our social connectedness after a disaster?
- How can emergency services be more inclusive of people with disability?



There is collective wisdom in those practical questions. We would be remiss not to seek answers to them in our process of co-designing a toolkit for DIDRR in Queensland.

One could strike a taskforce or committee to address each one in turn. Indeed, that is exactly what the Townsville Council was doing at the time of our multi-stakeholder consultation. Council developed a committee focused on mental health and well-being after disaster. This was just one of many ways "*Team Townsville*" was responding to the emerging needs of their community following the 2019 flood disaster. It is hoped that these questions will continue to guide our Townsville participants and their community as they continue on their recovery journey. Their experience of disaster response and recovery can support DIDRR development in other council areas.

With those questions in mind, the following Principles and Actions for DIDRR have been developed.

Principles and Actions

Principle 1

Disability-Inclusive Disaster Risk Reduction (DIDRR) is a human rights issue.

This project aims to decrease risk and increase the resilience of people with disability to disaster. Principles of Disability-Inclusive Disaster Risk Reduction (DIDRR) guided this project.

DIDRR is about ensuring that people with disabilities have the same opportunity to access emergency preparedness information, to participate in emergency preparedness programs in their community, and to be included as a valuable stakeholder in all phases (prevention, preparedness, response, and recovery) of local community disaster risk reduction.

DIDRR depends on effective cross-sector collaboration between emergency managers and community services and disability support personnel working together with people with disability, their family and allies to remove barriers that stop people with disability from engaging with DRR activities through principles of accessibility, participation, collaboration, and non-discrimination.

DIDRR is a human rights issue. The ultimate goal of DIDRR is to enable equitable access for people with disability to community-level DRR by transforming collaborative and inclusionary mechanisms that structure how emergency management and community service sectors work together with people with disability and their representatives at the local level to increase the resilience of people with disability to disaster. DIDRR brings to the fore the requirements of Article 32 of the *Convention on the Rights of Persons with Disabilities (UNCRPD)* (United Nations 2006) to ensure that people with disability lead pre-planning efforts (Centre for Disability Research and Policy & Natural Hazards Research Group, 2017).

Principle 2

DIDRR actions must be tailored to the function-based support needs of people with disability in emergencies.

The Australian-designed Person-Centred Emergency Preparedness (PCEP) Toolkit (Villeneuve et al., 2018) identified functional capabilities and support needs of people with disability in emergencies. The eight areas of the PCEP are shown in the table below.

Why is function-based support important?

The PCEP classifies function-based needs that people with disability have in emergencies. Focusing on function enables more effective planning. For example, identifying risks for a person with spinal injury does not provide any information related to their support needs or how they will manage in an emergency situation. However, identifying disaster risk in terms of need for electricity to recharge batteries on a powered wheelchair and the importance of accessible transportation assists with effective problem-solving about how an individual will manage to shelter in place or evacuate safely (Villeneuve, 2019).

Functional Capabilities and Support Needs: Definitions

| Element | Prompt |
|---|---|
|  Social Connectedness | <p>The people you do things with. Your relationships with friends, family and other people.</p> <p>Help you give to other people.</p> |
|  Transportation | <p>How you travel where you want or need to go</p> <p>(e.g., car, bus, train, taxi, walking).</p> |
|  Assistive Technology | <p>The help you get from equipment, but not people.</p> |
|  Management of Health | <p>Taking care of your health.</p> |
|  Personal Support | <p>Help you get from other people.</p> |
|  Communication | <p>Getting, giving and understanding information.</p> |
|  Assistance Animals | <p>Help from animals. How you care for them.</p> |
|  Living Situation | <p>Where you live and who you live with.</p> |

Published with permission (Villeneuve, Sterman & Llewellyn, 2018)

For more information visit: www.collaborating4inclusion.org

Actions you can take



People with Disability

People with disability:

- identify your functional capabilities and support needs in everyday life – think about all of your roles and responsibilities by considering what you do, where you do it and who you do it with because emergencies can happen anywhere at any time
- pre-plan for your support needs in emergencies
- communicate with your support network about how you will plan and act together in an emergency



Community and Disability Support Services

Community and disability support services:

- initiate planning conversations with people with disability during your routine interactions in the community²
- factor the functional support needs of service recipients into business continuity planning at your organisation
- embed individual and organisational preparedness planning into staff induction and training programs to develop capacity for DIDRR



Local Disaster Management

Local emergency managers:

- reach out to community and disability support services, people with disability and their representatives to include them in planning conversations
- learn about the functional capabilities and support needs of people with disability from people with disability
- make disaster risk reduction information and education available in formats that everyone can understand and use
- include people with disability and their representatives in local, district, and state disaster management committees and task groups



² The PCEP Toolkit provides guidance on how to enable people with disability to self-assess their hazard risk, capabilities and support needs in emergencies.

Principle 3

Preparedness is a process, not a one-time event!

The Disaster Risk Management (DRM) cycle has four interdependent and overlapping phases that emergency managers typically refer to as: **Prevention, preparedness, response, recovery (PPRR)**. The DRM cycle is defined in terms of how governments and emergency service agencies anticipate and manage disaster risk. However, in this guide, we are also concerned with actions of individuals and community organisations at each stage of the DRM cycle. Hence, the following figure defines the local disaster management role in the DRM cycle, the next two figures clarify the actions and responsibilities people with disability and community organisations can take.



Actions Local Disaster Management Can Take





Actions community and disability support services can take

Steps your organisation takes to identify and reduce disaster risk, including:

- understanding your local hazard risk and how it will impact your organisation, including service provision;
- protecting against damage to both physical infrastructure and processes used to provide services.

Formal planning for natural hazard events that put your organisation and people (e.g., staff; service recipients) at risk.

- assess your organisation's capacity to provide services to people and operate effectively during emergencies;
- identify alternative strategies for providing services during and after a disaster;
- develop a business continuity plan.

Organisational preparedness should take into consideration your organisation's assets and how they can be used to:

- optimise your organisation's self-reliance;
- ensure service continuity;
- activate organisational resources that can contribute to whole-of-community resilience to disaster.

Preparedness is a process, not a one-time event. This means that organisational plans should be reviewed, updated, and communicated with your staff and service recipients regularly.



Organisational plans should include disaster recovery planning to:

- resume functions without major losses to business operations, service provision, or revenue;
- support service recipients to resume everyday functioning;
- take care of the well-being of staff.

Actions organisations take to make sure people (staff and service recipients) are safe during a disaster.

- activate your organisational preparedness and business continuity plan;
- liaise with emergency services to identify and support service recipients or staff whose safety is compromised during a disaster;
- look out for other organisations in your networks (e.g., making sure they have information and are safe during a disaster);
- share assets/resources to keep staff and service recipients safe.



Actions people with disability can take

Steps you take to identify disaster risk and increase resilience, including:

- being aware of natural hazard events in your community and the places where you spend time to understand your local hazard risk;
- learning about natural hazards and their impact on people and services
- self-assessing your preparedness, capabilities and support needs in emergencies;
- protecting your home to prevent or reduce damage from natural hazards.

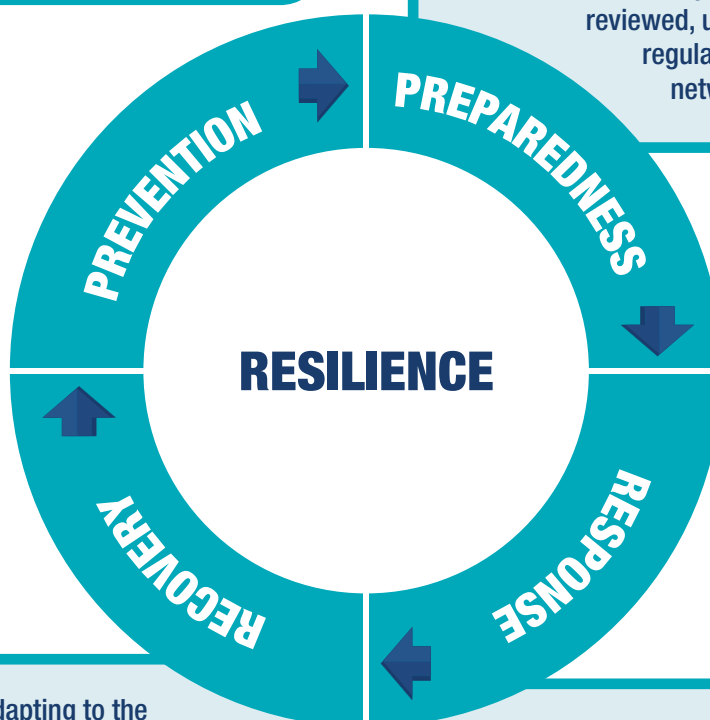
Steps you take to make sure you are safe before, during and after a natural hazard or other emergency.

This requires you to plan and act together with your support network to protect against, quickly respond to and recover from emergencies.

- consider how you will manage during loss of essential services (e.g., water, power, transportation, food supply) and supports (e.g., community-based disability support services, home nursing, personal care) that you rely on every day;
- use tools from the DIDRR Resource Library to make a plan.

Preparedness is a process, not a one-time event.

This means that your plan should be reviewed, updated, and communicated regularly with your support network.



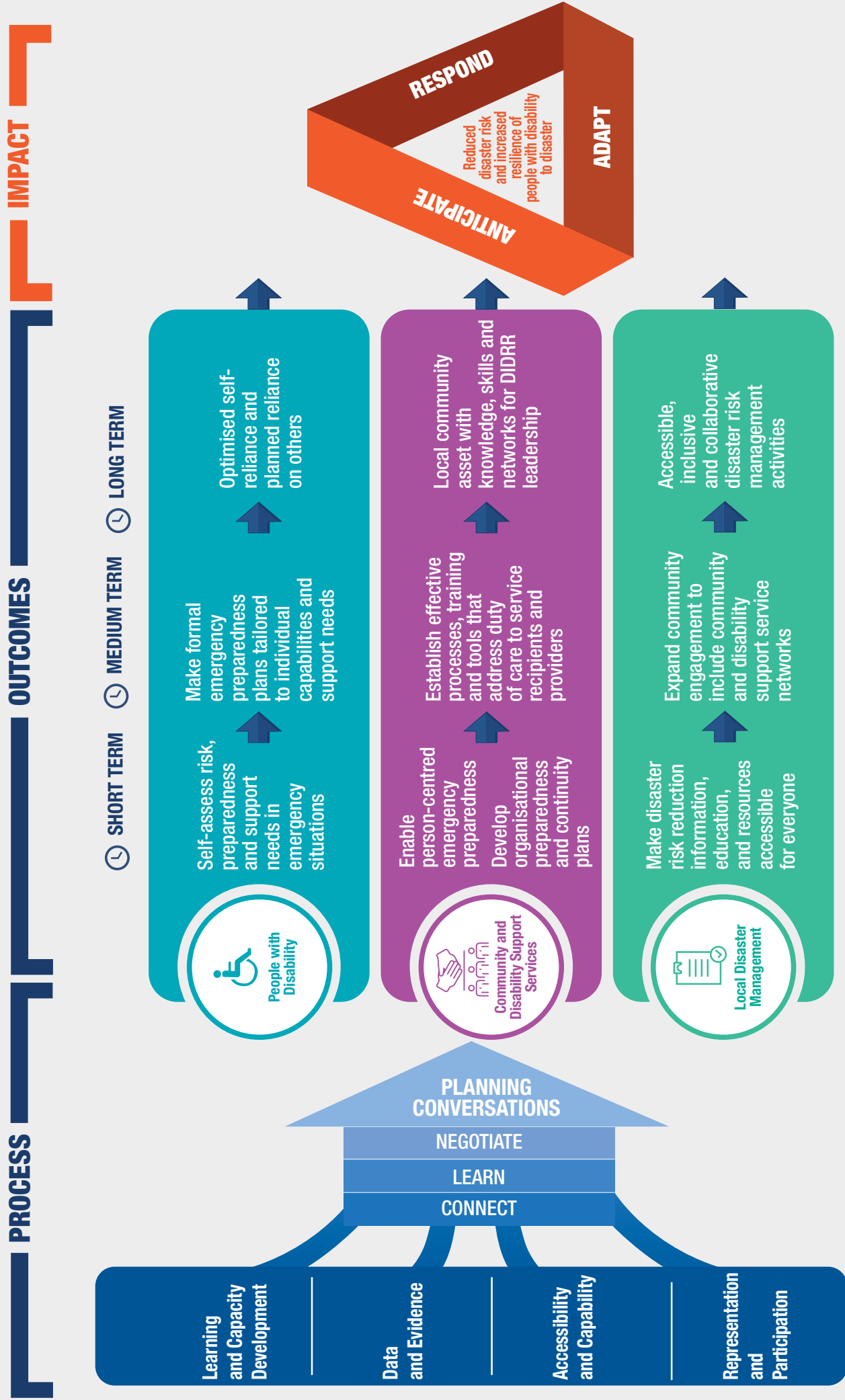
The process of adapting to the impact of disaster and the impact it has on your home and community by:

- managing disruptions to critical services and the supports that you rely on;
- asking for or coordinating help from others;
- taking care of your health and well-being;
- caring for others in your family or community.

Actions you take to make sure you and the people you care about are safe in an emergency:

- be aware of your risk;
- heed disaster warnings;
- make decisions to shelter-in-place, evacuate to a place of safety, or take refuge;
- implement your preparedness plan together with your support network;
- look out for your family, friends and neighbours – making sure that they have information and are safe during a disaster.

Queensland DIDRR Framework: Cross-sector planning processes and outcomes



DIDRR Framework

The DIDRR Framework was designed to support local collaborative action for DIDRR. This framework is first and foremost, a message about how DIDRR can be developed in Queensland communities. It is intended to operate within Queensland's regulatory structure and disaster management arrangements that enable coordinated support at the State, District, and Local community levels. It complements existing disaster risk management strategies, guidelines, and the Get Ready Queensland⁵ campaign; expanding the focus of DRR to ensure that whole-of-community effort to decrease risk and increase resilience includes the active participation of people with disability and their support networks as capable contributors.

Overview

The DIDRR Framework:

Targets three stakeholder groups:



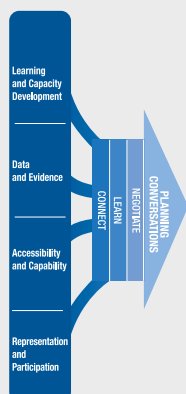
people with disability



community and disability support services



local disaster management



Clarifies four process mechanisms and three collaborative actions for co-designing DIDRR through planning conversations;

Delineates action-oriented short, medium and long-term outcomes of DIDRR for each stakeholder group



SHORT TERM

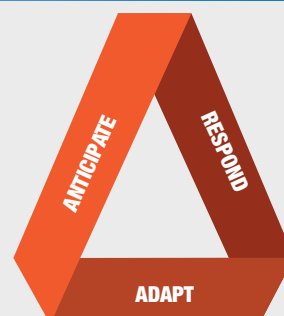


MEDIUM TERM



LONG TERM

Specifies the impact of cross-sector DIDRR for people with disability aligned with the Queensland Government resilience principles: anticipate; respond; adapt.



⁵ <https://getready.qld.gov.au/homepage/>

The DIDRR Framework is organised into three components:

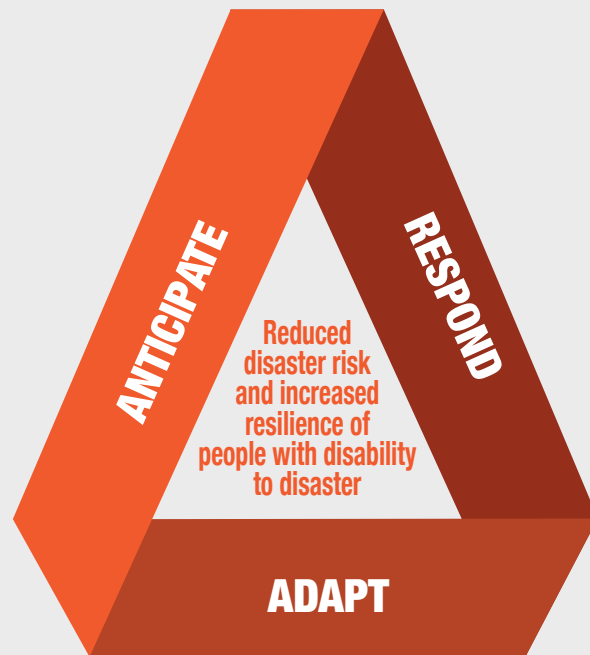
(1) processes; (2) outcomes; and (3) impact.

Each is elaborated below, starting with impact.

Impact: Resilience

The DIDRR Framework applies the empowerment framework⁶ (**anticipate; respond; adapt**) outlined in the Queensland Strategy for Disaster Resilience (2017) to impact the resilience of people with disability and their support networks to disaster.

Planning conversations should focus on how to achieve this impact.



“So, if you’re going to be sheltered in a place for a long-term period, is that place going to be suitable for you? Or, if you have to evacuate, knowing the how, where, and who. How are you going to get there? Where is it? And who’s going to provide that assistance?” Brisbane participant

“They don’t know who to rely on in that kind of situation as well. They might not have friends or family where they live, and they might not get along with their neighbours. So, what we really needed to know is what people would do for someone who’s in that situation.”

Rockhampton participant



⁶ https://www.qra.qld.gov.au/sites/default/files/2018-10/queensland_strategy_for_disaster_resilience_2017_0.pdf

Outcomes: Shared and Defined Responsibilities

The DIDRR Framework:

- clarifies actions that people with disabilities, community and disability services, and local disaster management can take to increase the resilience of people with disability to disaster;
- organises outcomes in stages: short-term, medium-term, and long-term;
- defines roles and responsibilities for people with disability, and community and disability support services in DIDRR; and
- explains how the emergency management sector can share responsibility for DRR with people with disability and community and disability providers

🕒 SHORT TERM 🕒 MEDIUM TERM 🕒 LONG TERM



“People expect that there are services that can come and pick them up to take them to evacuation centres and there are none.”
Ipswich participant

The action-oriented component of the framework addresses a key finding from this inquiry concerning uncertainty that stakeholders have about their roles and responsibilities in DIDRR (Villeneuve, 2019). The framework addresses this gap by providing a structure from which to develop realistic expectations and increase certainty for how stakeholders will act individually; and how local collaborative action will lead to decreased disaster risk and increased resilience of people with disability to disaster.

It is expected that, as DIDRR develops in Queensland communities, action-oriented outcomes will expand through practice-informed evidence about how to:

- optimise self-reliance of people with disability in emergencies; and
- respond in a planned and coordinated way to the function-based support needs that people with disability may have when disaster strikes.

Learning from the Experiences of People with Disability

Characteristics of a Formal Emergency Preparedness Plan:

| | |
|--|---|
| <p>Pre-planned with a person's support network in mind</p> | <p>"For the people I spoke with, it was all about preparedness, making sure that their homes are well prepared, that everything is ready, and making the calls to medical or other services early. Some people with disability recognised that their level of care needs require advanced planning and coordination with their support network."</p> |
| <p>Realistic</p> <p>For example:</p> <ul style="list-style-type: none"> • addresses function-based support needs; • considers steps already taken to increase preparedness • recognises gaps in preparedness plans that increase risk • identifies measures to address the gaps | <p>"The lady uses an electric wheelchair and she also has a hearing impairment, so she can only - from what I have spoken to her - she can only prepare as far as she can go, there are some gaps in her preparedness. For example, she can't take all of her equipment with her, things like spare batteries for her equipment are not affordable for her, so the cost is a factor for her in maintaining those backup supplies."</p> |
| <p>Contains contingencies</p> | <p>"This other person even provided some scenarios. So, she said, if I ring you at this time of the morning, odd hours of the night or day and I'm not able to talk but you hear this ___, it could be this happening. So, it's all a bit like an exercise, I guess, about what can happen."</p> |
| <p>Communicated (possibly in writing) with support network</p> | <p>"Someone I was speaking to said it was written out, also because there might be an incident where there's a change of care. So that way, when somebody comes in, they can see it. The instructions are there, it's very clear what's needed. That includes also the plan of whereabouts the meeting point might be was all spelt out in a plan."</p> |
| <p>Practiced with support network</p> | <p>"I noticed that that person felt very confident about how things would progress if there was an emergency because she had an awareness that she knew what she would take from her apartment. She had a circle of support around her who understood what her support needs were, and I just picked up on a really strong sense of security and confidence actually because it was probably the most fleshed out plan that I heard."</p> |



Process: Planning Conversations

Identifying barriers and solutions through cross-sector collaborative working is a key feature of the framework.

Person-Centred Planning Conversations

Planning conversations can be used to tailor emergency preparedness for individuals with disability and their support networks. This involves people with disability working together with community service providers to enable pre-planning:

- based on the individual's function-based support needs; and
- taking into consideration how they will act together with their informal support network in an emergency.

These planning conversations are best initiated and led by people with disability and their informal support network (e.g., family, friends, neighbours) and supported by community services and disability support providers (formal support services).

When an individual's needs do not match the level of support available in an emergency, community service providers are encouraged to work together with individuals, their family and other people in the community, including local emergency managers, to address those discrepancies through collaboration.



PRACTICE TIP 1: Person-centred emergency preparedness

Planning Conversations to Co-design Local Community DIDRR

Planning conversations can also happen on a wider scale. That is, collaborators can work together across sectors to co-design DRR programs and activities at the local community level. These planning conversations should focus on how to make sure DRR activities, designed for the whole community, are also inclusive of people with disability.

At the local level, planning conversations may be initiated and led by:

- the Local Disaster Management Group (LDMG);
- Disabled People's Organisations (DPO); or
- Community and Disability Support Services.

When different stakeholders combine their expertise to co-design for DIDRR, they have greater potential to reduce the barriers to DRR for people with disability through innovative solutions. The DIDRR Framework and Toolkit focuses on the actions of DPOs, community and disability support services, and Local Disaster Managers coming together to co-design local community-level DIDRR innovations through cross-sector planning conversations.

The DIDRR Framework and Toolkit advocates an ongoing improvement process whereby all collaborators connect, learn, and negotiate in order to:

- improve or develop tools, resources and practices for DIDRR;
- embed DIDRR mechanisms into community-level programs and activities targeting disaster resilience
- test DIDRR innovations in practice; and
- share lessons, knowledge, and evidence widely.



PRACTICE TIP 2: Inviting collaborators into the planning conversation

DIDRR Mechanisms

Four process-oriented mechanisms guide the development of cross-sector DIDRR innovations which are described on the following pages.

**Learning
and Capacity
Development**

**Data and
Evidence**

**Accessibility
and Capability**

**Representation
and
Participation**

“The other thing, which is an eye opener for me, as well, is that you tend to put disability in one group. But I spoke to three different people who had three different disabilities, and you realise that the communication has to be targeted. Because those three people required completely different things. And the information they got was not in a mode which they could use.”

“Something that did come through was when the emergency notifications came out with the floods, we felt that the communication was poor and confusing at times. For instance, getting messages to say evacuate but nowhere to go and evacuate to, things like that. So, to have safe operating procedures in place so that there were standards, especially for people who might be vision impaired, or deaf, or disabled, or that required extra services in that instance.”



“But some people didn’t even have a carer to check in on them because they thought another carer or somebody else – because some of them have a couple different people doing different things for them – so they might think, “Oh they might’ve checked in.” So, who’s responsibility is it to check in on that person?”

“One of the people I spoke to was very clear on one thing: The disability did not allow them to be able to recognise the danger was there, nor for the people responding to be able to provide assistance in the conventional way, because they couldn’t hear. He couldn’t hear the knocks at the door, couldn’t hear the fire alarms.”

DIDRR Mechanism: Learning & Capacity Development

Guiding questions support collaborators to structure their planning conversations as they work together to overcome barriers to DIDRR. These questions specify six elements of teamwork present in any human activity system (Engeström, 2008).

Guiding questions include:

1. What is the desired goal? (**outcome**)
2. What will be worked on in relation to the goal? (**object/focus**)
3. What methods, tools, resources, or approaches will you use? (**tools**)
4. Who (else) needs to be involved (and invited)? (**community**)
5. How will you work together? (**division of labour**)
6. What will support or constrain you? (**rules**)

These same questions can be used to monitor and evaluate both the process and outcomes of DIDRR innovations. Effective monitoring and evaluation of DIDRR innovations in practice will produce new knowledge about the success, sustainability, and scalability of grassroots DIDRR innovations and support transferability to other community contexts.



PRACTICE TIP 3: Learning together is collaboration

DIDRR Mechanism: Data & Evidence

Clarifying the responsibilities of people with disability and community organisations, that support them requires **data and evidence** about:

- what people with disability can do for themselves and what they need support for in emergencies;
- existing community assets and disability networks that could potentially provide support to people with disability before, during, or after an emergency.

Councils need data and evidence to develop local disaster management plans that are inclusive of the needs of people with disability. Without sufficient information, local disaster management groups cannot advocate for the support they require at the district and state levels to ensure that people with disability are safe.

Within a human rights framework, data-informed decision-making about people with disability must include people with disability in identifying, generating, and making sense of data to inform the development of inclusive DIDRR practices.



PRACTICE TIP 4: Using disability data and evidence to increase the resilience of people with disability to disaster

DIDRR Mechanism: Accessibility & Capability

Accessibility and capability are interrelated. The capability of individuals with disability to take actions to reduce their disaster risk is influenced by the availability (and accessibility of) resources tailored to the function-based support needs that people with disability have in emergency situations.

A capability-focus on the development of accessible emergency management information and disaster risk management processes allows for:

- strengths-based thinking about opportunities and choices that people have in reducing their disaster risk and the factors that enable or limit those choices; and
- inclusion of people with disability in co-designing resources that target the function-based support needs of people with disability in emergencies.

Availability of universally accessible resources that better meet the learning, participation and support needs of people with disability in emergencies will enable emergency managers to work collaboratively with people with disability and the community services that support them to take steps to reduce disaster risk.



PRACTICE TIP 5: Inclusive community engagement

DIDRR Mechanism: Participation & Representation

Participation and representation of people with disability in planning and decision-making contributes to disaster resilience through:

- inclusion of people with disability in decisions about how to reduce their disaster risk;
- the co-creation of disaster management information, tools, and resources in formats that everyone can understand and use;
- learning together about the barriers for people with disability in emergencies and ways to remove them;
- targeted disaster risk reduction education and community engagement with people with disability and their support networks; and
- shared commitment to the development of disability-inclusive disaster management policies and practices



PRACTICE TIP 6: Disabled People's Organisations (DPO)

PRACTICE TIP 7: Representation and participation of people with disability

DIDRR Toolkit: A Resource Library

Access the DIDRR Toolkit at:
www.collaborating4inclusion.org

Participants in this multi-stakeholder inquiry told us that they need tools and resources tailored to the specific and unique needs of people with disability in emergency situations in order to take effective DIDRR actions. Accessible tools were viewed as especially helpful for people with disability to take steps to optimise their self-reliance and disaster resilience.

We conducted a search for tools that can support people with disability, community and disability support services, and local disaster management personnel to develop DIDRR at the local community level.

The following provides a brief overview of how we searched for and appraised documents to develop this library of resources with potential to enable DIDRR in practice.

Search Strategy

We searched grey literature and grey information to retrieve tools and resources relevant to DIDRR. “*Grey literature*” is a term used to describe resources that are scattered and hosted within a number of organisations that produced the knowledge. It can be difficult to search and synthesise evidence from grey literature. As with many topics, knowledge and evidence on DRR has accumulated mostly through innovation in practice and is not of sufficient formality to meet the definition of grey literature. This is referred to as “*grey information*,” which can be even harder to search (Adams et al., 2016).

Grey Literature Search

We chose to search four international websites because they index resources from many international organisations working on DRR (Preventionweb), humanitarian action (Reliefweb), disability (AskSource) and DIDRR (DIDRRN). The search of these websites resulted in the identification of 335 potentially relevant documents. Thirty-five duplicates were excluded in the screening process, for example, some toolkits were listed twice across DRR and disability websites. This resulted in 300 documents requiring detailed examination. The selection process involved reviewing the introductory page and table of contents of each of the 300 documents and applying the inclusion and exclusion criteria. In total, 20 documents from the grey literature that met the inclusion criteria were selected for detailed analysis.

Inclusion and Exclusion Criteria

| Include | Exclude |
|---|---|
| Toolkit, guideline, tips | Report, best practice recommendations, policy documents, news article, updates, advertisement |
| Global north context | Global south context |
| Natural hazards-related emergencies | Non-natural hazard emergencies, (i.e., Humanitarian crisis) |
| After 2007 (UNCRPD) | Before 2007 (UNCRPD) |
| Disability, functioning, chronic conditions | Not disability, functioning or chronic conditions |

Grey Information Search

Further searches for grey information were concentrated in Queensland (Local Council websites) specifically and expanded to include Australian websites (e.g., Australian Red Cross). Disability organisations (e.g., spinal injury) were also searched to identify relevant resources on disaster risk reduction and disability. This search resulted in the identification of an additional 65 resources from grey information meeting our inclusion criteria.

Strengths & Limitations of our Search Strategy

In contrast to the efficient and replicable strategy we used to search the grey literature, finding grey information was not as straightforward. We encountered each of the following well-documented issues when expanding our search to include grey information. They included:

- There were no clearly defined methods that we could follow for conducting a search of grey information.
- Although we tracked our search decisions, it may be difficult for someone else to replicate the search or the search may not result in retrieval of the same information.
- It was challenging to manage and extract relevant information from diverse sources and where resources had different formats for sharing information.
- It was sometimes difficult to assess the quality of information, particularly for resources that lacked an explicit conceptual foundation or research evidence.

Additionally,

- We were challenged by the diverse lexicon used to name resources.
- Inconsistent language reduced search efficiency because different terms were used to describe similar things.
- The scope was often not evident from the title.
- When descriptions of the tools were provided, they were often generic and did not offer insight into utility of the resource for people with disability.
- Some resources contained useful contextual information on how, why, and in what context the resource was developed or used while others provided no contextual details.
- Practically, time constraints limited the breadth of our search. However, we were reassured that our search was comprehensive when our expanded searches (including recommendations by key informants) revealed the same or similar tools from our original searches.
- Since the search for grey information was concentrated in Queensland, it is likely that resources developed and housed in other Australian states were missed.

What we found

Despite the limitations, our search revealed a number of resources with potential relevance to the development of DIDRR innovations within Australia and internationally. Importantly, this search revealed the range of resources that have been developed by multiple stakeholders (e.g., Local Councils; disability organisations; international organisations such as the United Nations, non-government organisations) to address the challenges for people with disability in disaster situations. The search fostered greater understanding about how others have understood the challenges for people with disability and how they approached the problem through resource development; providing insight into the type of tools that are valued by different stakeholders (e.g., people with disability, community organisations, and emergency managers).

To our knowledge, a similar search for DIDRR resources has not been conducted (or documented). Consequently, this search contributes understanding about what has been developed and where further development of tools may be needed to fill gaps. Our appraisal of the strengths and limitations of our search may provide support for future and expanded searches for DIDRR tools and resources.

How we organised the tools

All included resources were entered into a database and reviewed in full. The information contained in each resource was coded to identify the target stakeholder audience (e.g., people with disability; community and disability services; disaster management).

To support alignment of the Toolkit with the DIDRR Framework, we further reduced and organised information by coding each resource using the following categories:

- **Mechanisms** for developing DIDRR through cross sector planning that emerged from the multi-stakeholder consultations: a) learning and capacity development; (b) data and evidence; (c) accessibility and capability; (d) representation and participation;

- **Functional capabilities and support needs** of people with disability in emergency situations including, communication; management of health; assistive technology; personal support; assistance animals; transportation; living situation; and social connectedness. These eight elements were derived through prior research that was grounded in human rights, capability, and person-centred approaches to tailoring emergency preparedness planning to the function-based support needs of people with disability in emergencies (Villeneuve, 2019);
- **Type of natural hazard** relevant to Queensland communities and documented in the Queensland Disaster Management Lexicon (2018);
- **Stages of DRR:** (a) prevention; (b) preparedness; (c) response; and (d) recovery documented in the Queensland Disaster Management Lexicon (2018).

How useful are the tools?

Guidance on the utility and/or effectiveness of the included tools was often not evident. Evaluations have not been conducted. We managed this challenge by reviewing each resource and developing statements on utility based on the intended (rather than demonstrated) usefulness of the tool.

Rather than pre-determining what tools will have utility in practice, we compiled all resources into one database that collaborators can access, download and use. This toolkit provides a baseline from which to select, trial, and further develop DIDRR resources. We invite you to:

- use these tools to develop DIDRR; and
- share your DIDRR resources with us so that, together, we can develop and expand this resource library.



PRACTICE TIP 8: Asset-based tools for DIDRR

Next Steps

The Queensland DIDRR Framework provides a roadmap for DIDRR and the Toolkit supports stakeholders to take action. Together, this resource can be used to develop capacity in the disability, community and emergency services sector to work together with people with disability and their representatives to increase the resilience of people with disabilities and their support networks to disaster.

The DIDRR Framework and Toolkit will be tested during Phase 2 of this project. During Phase 2, local champions will use the DIDRR Framework and Toolkit to develop DIDRR innovations through cross-sector planning conversations. Phase 2 will expand on this framework to demonstrate the utility of the toolkit by showcasing DIDRR in action through the development of illustrative examples, case stories, and videos.



Practice tip #1

Person-Centred Emergency Preparedness

Disability inclusive & Disaster-resilient Queensland

Disability-Inclusive Disaster Risk Reduction
(DIDRR) Framework and Toolkit



Being prepared saves lives.

We all need to be ready for disasters triggered by natural hazard and other emergencies (e.g., house fire).

People with disability and chronic health conditions may need additional support, resources or advocacy to increase their disaster resilience.

You can start with these 3 steps.

Discussion guides and videos help you get started.

Step one

Know your level of preparedness

Download the Person-Centred Emergency Preparedness User Guide at: www.collaborating4inclusion.org/prepare-nsw/ and take the Stages of Preparedness quiz.

Read case studies of what other people with disability have done to prepare.

Watch as Dr Michelle Villeneuve explains the key features of person-centred emergency preparedness: <https://collaborating4inclusion.org/prepare-nsw/>



Person-Centred Emergency Preparedness (PCEP)
A Process Tool and Framework for Building Disaster Preparedness into People with Chronic Health Conditions and Disability



Step two


Identify your capabilities and support needs in everyday life.

Download the Person-Centred Emergency Preparedness “capability wheel.”

Think about what you do, where you do it and who you do it with. Because emergencies can happen anywhere and at any time.

Published with permission: www.collaborating4inclusion.org

Watch the video of Marj as she identifies her capabilities and support needs in an emergency: <https://collaborating4inclusion.org/prepare-nsw/>





Step three

Discuss how you will manage your support needs in an emergency

Watch the video of John as he shares his support needs in an emergency, steps he has taken to manage his support needs, and things he is doing together with his disability support provider to increase his preparedness

Use the 5-Step discussion guide to emergency preparedness planning and case examples to see what steps others have taken to increase their emergency preparedness.

The DIDRR Toolkit is a resource library full of tools to help you get started. You can access it here: www.collaborating4inclusion.org – Go to the Disability and Disaster Project and click on the links to the Queensland DIDRR Project.

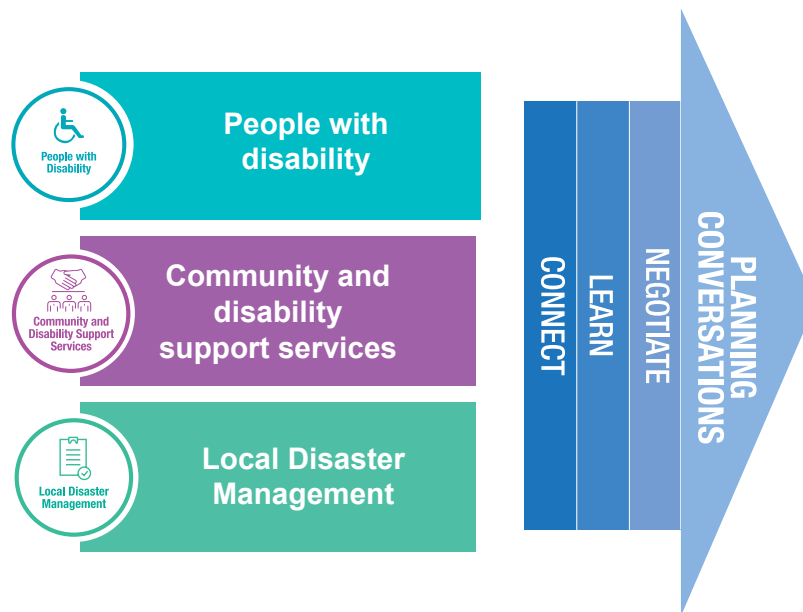


A colorful illustration depicting a diverse community. It includes a yellow bus, a blue car, a fire truck, a person in a fire suit, a person in a wheelchair, a person with a cane, a person with a stroller, a person with a dog, a horse, a person with a bicycle, and a person with a shopping cart. The background shows a simple landscape with trees and buildings.

The DIDRR Toolkit is a resource library full of tools to help you get started. You can access it here: www.collaborating4inclusion.org – Go to the Disability and Disaster Project and click on the links to the Queensland DIDRR Project.

Practice tip #2

Inviting collaborators into the planning conversation



Connect

To achieve our shared goal of reducing disaster risk and increased resilience of people with disability to disaster, we must:

- identify the key partners who can help;
- invite and include people with disability as a central part of the process; and
- prioritise the time and space to connect in meaningful ways.

A foundation to high quality disaster preparedness is to build relationships between people with disability, their family, and carers, those who deliver services to them and those who enact disaster preparedness and response strategies in their local area.

Bringing people together with the purpose of focusing on disaster preparedness can be a new experience.

Partners can connect by discussing:

- the different positions and roles each person hold
- why you are coming together
- the best ways to come together;
- what each partner understands about preparedness, risk reduction, inclusion, etc.
- the unique contribution each partner can make



Learn

Learning and collaborating together requires two key ingredients:

1. the knowledge, skills and experiences about what we are collaborating on; and
2. relationships built on mutual respect and trust that help us to work well together.

Each participant brings to the planning conversation their own practice wisdom. Learning with, from, and about one another is key to achieving the shared goal of reducing disaster risk and increasing resilience of people with disability to disaster. It is useful for the group to:

- listen to each other in order to learn about each other's knowledge, skills, and experiences; and
- determine how the collective knowledge of the group can be combined to reduce risk and increase the resilience of people with disability to disaster.



Negotiate

Positional power is the authority you have by virtue of your position in the organisation's structure and hierarchy.

Recognise that the key partners that come together with people with disability to engage in planning conversations for disability-inclusive DRR (DIDRR) are often those who, in their day to day roles, hold considerable positional power. In order for the planning conversations to be meaningful and useful there must be an overt conversation about where the decision-making power lies.

The group may spend time understanding the roles and responsibilities of different collaborators in disaster risk reduction, including legal obligations of Local Councils, Police and Fire and Emergency Services in times of disaster.

It is essential to remember that the function-based support needs of people with disability in emergencies drive the purpose for the group to work together. DIDRR is always tested to understand how it will be applied to the specific circumstances of people with disability.

Practice tip #3

Learning Together is Collaboration

**Disability inclusive
& Disaster-resilient
Queensland**

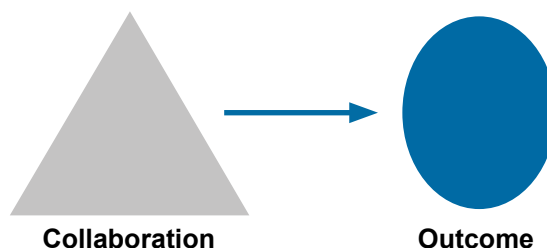
Disability-Inclusive Disaster Risk Reduction
(DIDRR) Framework and Toolkit

Collaboration needed to develop Disability Inclusive Disaster Risk Reduction (DIDRR). No one person can address the challenges for people with disability in disaster situations. DIDRR requires different people with diverse knowledge, skills, and resources who can work together to develop innovative solutions to the problems that people with disability experience in preparing for, responding to, and recovering from disaster.

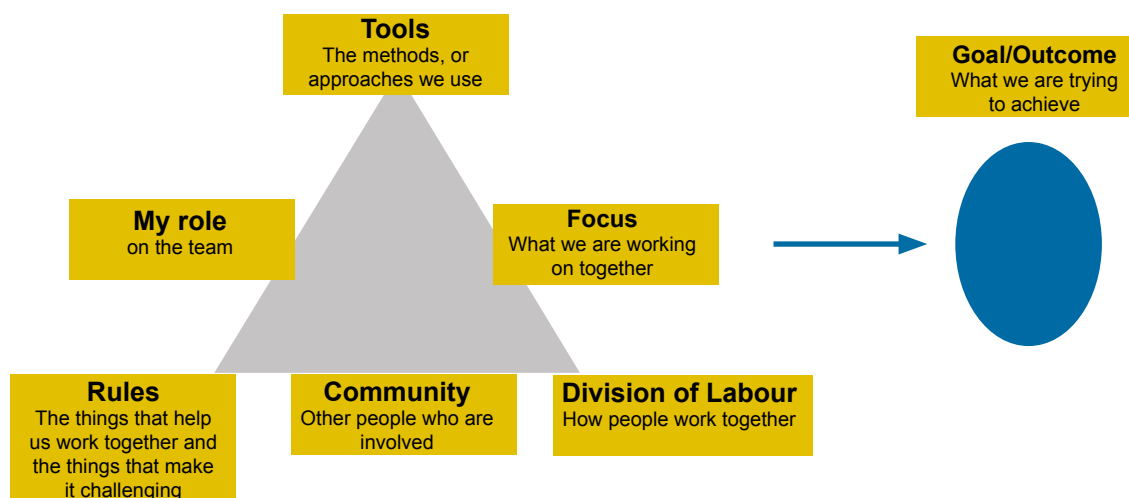


**We use the word collaboration a lot,
but how do we actually do it?**

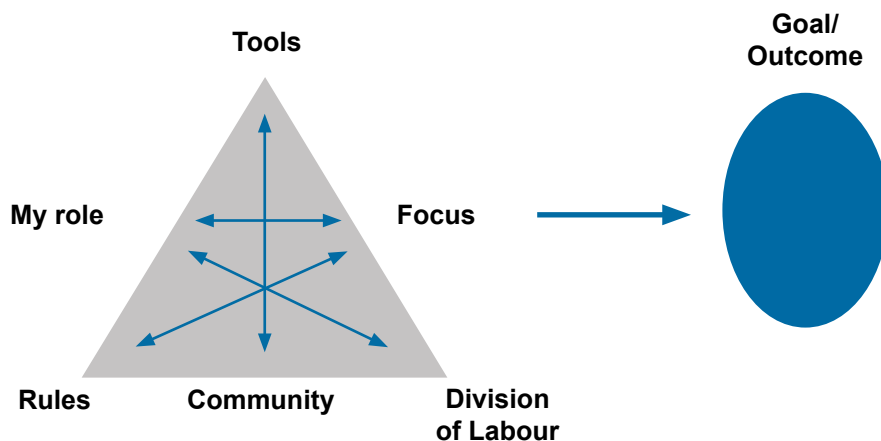
This diagram is a simple way to show the relationship between collaboration and outcomes.



If we look more closely at collaboration, we can see it consists of many parts:



And all those parts interact:

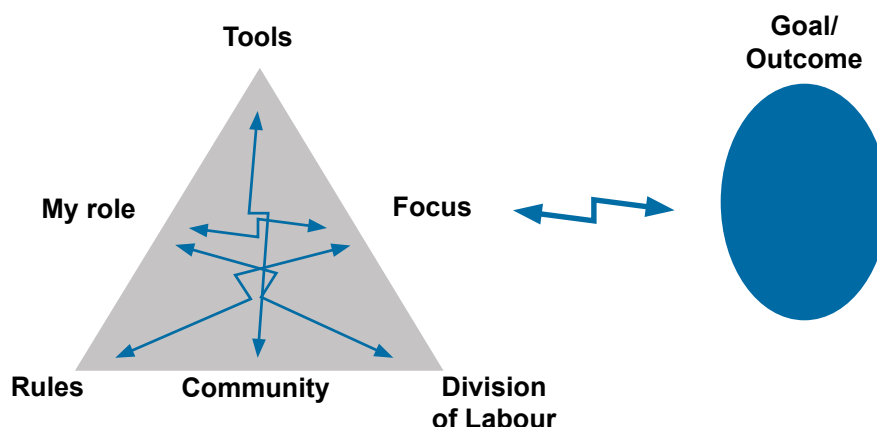


When collaboration goes well, there is alignment between all the parts.

Collaborating for DIDRR is complex because, different people have different roles and responsibilities. We need time and opportunity to understand what each person can contribute to DIDRR and how we can best combine our efforts.



When collaboration does not go well, it can look like this:



Planning Conversations that enable Collaboration for DIDRR

Use these diagrams to think about all the parts that make up collaboration with others; what it looks like when it works well, and why things go wrong sometimes. You can use this diagram to improve how you work together for DIDRR.

It helps you to think about:

- what we are trying to achieve;
- what the project means to other stakeholders; why it is important;
- what we should focus on to achieve our shared outcome;
- what knowledge, skills, and tools we each bring to this project;
- what roles others have and how they can contribute;
- who has power, authority, and responsibility;
- who should lead and how others can support their leadership;
- barriers and how we can overcome them;
- opportunities and assets and how we can best use them.

These questions can guide multiple stakeholders who come together to co-design innovative DIDRR strategies that:

- are locally relevant;
- target the support and access needs of people with disability in emergencies; and
- can be embedded into local community activities.

This diagram is a tool. You can use it to develop, implement, refine, and evaluate collaborative DIDRR strategies. Importantly, it focuses collaborators on how they will work together to achieve shared goals of reducing risk and increasing the resilience of people with disability to disaster.

This diagram can also be used to tell others about how you collaborated for DIDRR, by sharing: the desired outcome; what you focused on; what tools, methods or approaches you used; who was involved and how work was shared; what supported your joint effort and how you worked around the challenges.

The diagrams are an adaptation of Sociocultural Activity Theory (Engestrom, 2008)

Practice tip # 4

Using disability data and evidence to increase the resilience of people with disability to disaster

Disability inclusive & Disaster-resilient Queensland

Disability-Inclusive Disaster Risk Reduction (DIDRR) Framework and Toolkit

Comprehensive and understandable data and evidence is needed to inform decision-making about inclusive disaster risk reduction.



Collecting disability data is important

- Many people with disability lead independent lives and do not have regular contact with community and disability support services. Others self-manage their support by directing who, when, and how that support is organised. This raises questions about what supports (if any) they may need in an emergency situation, and how that support will be provided.
- Participants in this inquiry raised concerns about people with disability who are isolated from mainstream services and supports, including those who choose not to participate in disaster risk reduction activities available to the wider community. They expressed concern about how to reach this population to understand their disaster risk and increase their resilience to disaster.
- Local disaster management personnel reported that having information about the support needs of people with disability in emergency situations would help them with disaster management planning by better targeting the preparedness, response, and recovery needs for everyone in their community.

“For example, a person in a wheelchair may need to be evacuated by boat. You get there and find out that they can’t actually get into that boat. So, having information about the person’s abilities is important in an evacuation. The same is true for a deaf person. When emergency services arrive at a deaf person’s house, how do they know how to get their attention, or get them to the door? How do they have a conversation with them. So, we need awareness and training around disability issues.” (Townsville consultation)

- Information about the capabilities and support needs of people with disability in emergency situations can assist service providers to plan for service continuity during and after a disaster. Participants in this inquiry said that this would: (a) facilitate the role of service providers in enabling person-centred emergency preparedness with clients; and (b) improve organisational emergency preparedness planning for both clients and staff. Participants with disability confirmed that this would help with identifying people who require support from others to respond effectively to disaster and ensure that services pre-arrange “check-ins” with people who need it after a disaster.



Problem?

We lack standardised tools to assist local disaster management personnel and community/ support services to gather evidence that leads to decreased disaster risk and increased resilience of people with disability to disaster. International practice has demonstrated that disability data is typically presented as binary 'yes/no' questions. This can lead to underreporting about functional capabilities and can also limit understanding about what actual support needs look like in emergencies.

Gathering function-based data to enable DIDRR

- Data collection that is centred on the function-based support needs and capabilities of people with disability can assist in understanding their specific support needs in emergencies and help with understanding what they can do for themselves in a disaster situation (Villeneuve, 2018). Funded by the Australian Research Council (ARC), cross-sector research is currently underway in Australian communities to: (a) gather information about the level of preparedness, capabilities and support needs of people with diverse function-based needs in emergencies; (b) show how this data can be used by local government, emergency management and community services personnel to implement inclusive disaster risk reduction at the local community level.
- The Washington Group Questionnaire (short-set of questions) offers a practical tool to gather function-based disability data collection. It has been used internationally to understand the needs of people with disability in disasters.

There are six questions:

1. Do you have difficulty seeing, even if wearing glasses?
2. Do you have difficulty hearing, even if using a hearing aid?
3. Do you have difficulty walking or climbing steps?
4. Do you have difficulty remembering or concentrating?
5. Do you have difficulty (with self-care such as) washing all over or dressing?
6. Using your usual (customary) language, do you have difficulty communicating, for example understanding or being understood?

Answer:

- a. No – no difficulty
- b. Yes – some difficulty
- c. Yes – a lot of difficulty
- d. Cannot do at all



- Aggregating this data about the function-based support needs of people with disability across an organisation can better assist advocacy, decision making, planning and delivery of tailored intervention, by and for people with disability. For example, focusing on the functional communication needs of different people in disaster events would require governments to make sure preparedness information and disaster warnings are available in multiple formats (e.g., spoken, visual, sign language, braille, and easy English).

Useful links:

The Washington Group Short Set of Questions on Disability

<http://www.washingtongroup-disability.com/washington-group-question-sets/short-set-of-disability-questions/>

Practical application of Washington Group Questions in disaster preparedness and response:

https://humanity-inclusion.org.uk/sn_uploads/document/2018-10-summary-review-wgq-development-humanitarian-actors.pdf

https://www.preventionweb.net/files/55225_asbidnphresearchfindinginfographic.pdf

PCEP Toolkit:

http://sydney.edu.au/health-sciences/cdrp/projects/UOS_PrepareNSW_user_guide_FINAL_v2.pdf

Practice tip #5

Inclusive community engagement

Disability inclusive & Disaster-resilient Queensland

Disability-Inclusive Disaster Risk Reduction (DIDRR) Framework and Toolkit

Inclusive community engagement is central to ensuring Disability Inclusive DRR actions include everyone in community and it's everyone's business to ensure this happens.

What is inclusive community engagement?

Community engagement is the opportunity for citizens and communities to contribute to policy, decision making, services, and environments where they live, play, learn and work.

Inclusive community engagement:

- Includes a diversity of lived experience
- Uses processes that are reflective of, and account for, a diversity of needs (accessible and flexible)
- Recognises and attends to any structural barriers people with disability may face.

Useful links:

Framework for Effective Engagement with People with Disability: https://www.arts.unsw.edu.au/sites/default/files/documents/DSARI_5.pdf

Inclusive Community Engagement Toolkit: http://library.bsl.org.au/jspui/bitstream/1/3140/1/Capire-Community-Engagement-Toolkit_Screen.pdf



Running a consultation, event or forum

When hosting a consultation, event or forum there are a number of considerations to ensure accessibility and inclusivity for people with disability.

- **Venue/site:** There are a number of factors to consider when selecting an accessible venue. For example: **wheelchair accessibility** (including transport to and/from venue, parking, toilets), **lighting** (is their enough lighting for people with hearing impairment being able to see sign interpreter)
- **Support:** What support needs do individuals have? Is appropriate support available to enable participation? (e.g., AUSLAN interpreters, hearing loop, support workers)
- **Timing:** Does the timing work for the individuals you are wishing to engage with? (e.g., early mornings may be challenging for those with high support needs upon waking)
- **Resources.** Are resources fully accessible? This may include producing Easy English versions of material, or screen reader accessible versions to people prior to the event

There are a number of 'accessibility checklists' and guidelines available from across Australia that can assist in planning.

Useful links

Creating accessible events

www.disability.wa.gov.au/Global/Publications/Understanding%20disability/Built%20environment/Creating%20accessible%20events.pdf

www.meetingsevents.com.au/downloads/Accessible_Events_Guide.pdf

www.brisbane.qld.gov.au/laws-and-permits/laws-and-permits-for-businesses/events-venues-and-filming/events-and-festivals/event-preparation-and-safety/event-accessibility-guidelines

<https://www.vic.gov.au/sites/default/files/2019-02/Accessibility-guidelines.pdf>

<https://www.humanrights.gov.au/about/news/media-releases/accessible-events-guide-organisers>

Language matters

Language is a powerful tool for how we shape our thoughts, values and beliefs. Historically language used to describe and talk about people with disability has focused on people's deficits and diagnosis. It is important to consider language as part of your engagement.

Person-first language is best practice in Australia, focusing first on the individual and disability second. For example: 'person with intellectual disability', not 'intellectually disabled person'.

Useful links:

Best practice language guide:
https://www.qld.gov.au/__data/assets/pdf_file/0021/58107/way-with-words.pdf

Person first language: <https://www.and.org.au/pages/inclusive-language.html>

Facilitating representation and engagement with people with disability – things to consider

- **Payment:** People with disability are providing and added value to the consultation and it is important to factor in payment for a person's time, contribution and out of pocket expenses. This reduces barriers to participation for people with disability.
- **Planning:** When planning for a new strategy, policy, activity, service, product or environment, plan for engagement with people with disability from the beginning and continue to involve them throughout all stages.
- **Diversity:** Engaging with a broad range of people with disability (e.g., people with physical, hearing, vision, intellectual and psychosocial) will assist to understand and consider diverse needs.
- **Usability testing:** This involves user-centred design to evaluate a product by testing it with users. By engaging people with disability as the end users to test the product, service, policy or environment, you can gain direct input on how it will work for people, and how it can be improved.
- **Partnering with a DPO:** Disabled Person Organisations have a broad range of knowledge, lived experience and skills in bringing the voice of people with disability to the table and deliver inclusive community engagement.
- **Creating inclusive and accessible resources:** There are resources to help make information accessible and inclusive for a diverse range of people with disability, including people who are deaf and hard of hearing, people who are blind or have low vision, people with intellectual disability, and people who are neuro-diverse. Some resources to guide accessibility are listed below.

Useful links:

Guidelines and tips for creating accessible content and resources:

<https://www.vic.gov.au/sites/default/files/2019-02/Accessibility-guidelines.pdf> <https://www.vic.gov.au/make-content-accessible>

<https://www.teaching-learning.utas.edu.au/content-and-resources/accessibility>

<https://www.and.org.au/pages/a-beginners-guide-to-accessible-content.html>

Disabled People's Organisation (DPO)

What is a Disabled People's Organisation (DPO)?

Disabled People's Organisations (DPO's) are led by and for people with disability. Following the International Year of Disabled Persons (IYDP) in 1981, DPOs emerged to advance the rights, empowerment and self-determination of people with disability.

The fundamental difference between DPOs and other disability sector organisations is that DPO's are driven by people with disability (at least 51% people with disability at both board and membership levels), with the purpose of serving and representing their members with disability.

DPO's typically align with one of three categories:



**Cross-
disability
DPO**

Represent the interests of all people with diverse disability

**Disability-
specific
DPO**

Represent the interests of a particular group of people (e.g., people living with cerebral palsy)

**Population-
specific
DPO**

Represent the interests of a certain population group (e.g., women with disability)

What do DPOs do?

- Provide feedback and share views of its members to inform government policy and influence decision makers
- Share the perspective of people with disability as part of the planning, design, delivery, and evaluation of policy, services and systems
- Advocate for and influence change to deliver better outcomes for people with disability
- Inform and connect people with disability together so they can grow their leadership and be able to influence change
- Lead projects that progress the key issues for people with disability to be fully included citizens in communities
- Represent the voice of people with disability on issues of concern and important issues that impact their lives

Why partner with DPOs?

As a signatory to the United Nations Convention on the Rights of Persons with Disabilities, Article 4(3) Australia must ensure the active involvement of people with disabilities and families in the decision-making processes within government agencies.

DPOs provide the means to ensure the representation and participation of people with disability and enable better outcomes for people with disability in many areas of life.

DPOs connect individuals with disability to community. DPOs have the know-how to facilitate inclusive and active participation of people with disability.

DPOs also understand the barriers that people with disability experience and can be strong partners and stakeholders in inclusive disaster risk reduction and response activities.

How to engage with a DPO?

In Australia there are a number of DPO's operating at a national and state levels. In Queensland, 'Queenslanders with Disability Network' is the peak cross-disability DPO. There are a number of state and community-based DPO's in Queensland.

Useful links:

Disabled People's Organisations Australia: <https://dpoa.org.au/about/>

CBM: Partnering with DPO's: <https://www.cbm.org.au/stories/disabled-peoples-organisations/>

Practice tip #7

Representation & participation of people with disability

Disability inclusive & Disaster-resilient Queensland

Disability-Inclusive Disaster Risk Reduction (DIDRR) Framework and Toolkit

Introduction

Key to getting the right information, right products, right responses and right outcomes is to include people with lived experience in the planning, design, delivery and evaluation, from the beginning. Positive outcomes and realising individual human rights for people with disability is possible when you provide opportunities for meaningful and active contribution of people with disability.

People with disability have historically been excluded from decision making processes, and opportunities to meaningfully contribute to the policy, services and systems that affect them.

The social model of disability views the barriers that people with disability face (attitudinal, environmental, communication and institutional) as a social issue.

Key policy and legislative frameworks, at international, national and state levels have contributed to the shift and understanding of the importance of the active participation of people with disability in the design and delivery of good policy and services.

A timeline of key events :

The International Year of Disabled Persons (IYDP)

IYDP was declared by the United Nations in 1981, and is widely recognised as a turning point in the history of the disability movement, representing a major shift in the understanding of disability through the lens of the social model.

Disability Services Act 1986 (Commonwealth)

Recognition of the rights of people with disability in national legislation provided a legislative and funding framework for a range of disability services.

Disability Discrimination Act (DDA) 1992 (Commonwealth)

Made it unlawful to discriminate against people with disabilities.

Disability Services Act (DSA) (Qld) 2006

Requires each Queensland Government Department to develop a Disability Services Plan.

United Nations Convention on the Rights of Persons with Disability (2008)

An international treaty identifying the rights of people with disabilities and the responsibilities of States to ensure these rights.

National Disability Strategy (NDS) (2010 – 2020)

Sets out a ten-year plan for improving the lives of people with disabilities, families and carers. It outlines a collaborative framework and approach across Federal, State and Territory governments to guide government activity to achieve positive outcomes for people with disability.

National Disability Insurance Scheme Act (Commonwealth) (2013)

Enshrines the National Disability Insurance Scheme (NDIS) into legislation. The NDIS has represented a monumental shift in the way people with disability receive supports, giving people with disability choice and control in the services they receive.

All Abilities Queensland: opportunities for all (Qld) (2017 – 2020)

The State disability plan for building an inclusive Queensland guides how Queenslanders can work in partnership across government, corporate, non-government, community organisations, communities and individuals, to provide opportunities for all, and outlines actions for each department to take.

Why is the representation and participation of people with disability important?

'Nothing about us without us', has been an international message of the disability community for decades. Central to this message is that no decision, policy, service or activity that affects people with disability, should be enacted without the meaningful involvement of people with disability. It is the recognition that people with disability are best placed to know and understand their own needs.

Ensuring people with disability are represented and participate in the planning, design and delivery of any Disability Inclusive Disaster Risk Reduction (DIDRR) activity guarantees better outcomes not only for people with disability but the broader community.

Action you can take:

People with disability are included in DIDRR decisions and actions when:

- they are active contributors to policy development and evaluation as members of advisory committees and boards at all levels.
- people with diverse disabilities from different backgrounds have the opportunity to co-design policy, resources, or DIDRR activities.
- people with disability are paid employees, offering the sector a wide range of skills, talents, and insights.
- the training is developed and delivered by people with disability who contribute lived experience as key to ensuring access and inclusion in all aspects of DIDRR.

Engaging with, and seeking the guidance of, Disabled People's Organisations (DPO's) is a practical way in which organisations and departments can ensure the participation and representation of people with disability in all aspects of DIDRR.

Useful links:

Social model of disability:

Australian Federation of Disability Organisations: www.afdo.org.au/social-model-of-disability/

Persons with Disability Australia: www.pwd.org.au/resources/disability-info/social-model-of-disability/

History of the Disability Rights movement: <https://pwd.org.au/about-us/our-history/history-of-disability-rights-movement-in-australia/>



Practice tip #8

Asset-based Tools for DIDRR

Disability inclusive & Disaster-resilient Queensland

Disability-Inclusive Disaster Risk Reduction (DIDRR) Framework and Toolkit

Asset-based tools can help us to COLLABORATE for DIDRR!

A companion resource of practical tools will help collaborators to improve access to information and tailor emergency preparedness planning to the function-based support needs that people with disability have in emergencies.

The Toolkit offers a library of resources that can be used, added to, and improved through innovation in practice. DIDRR collaborators are encouraged to contribute to the future development of the DIDRR Toolkit. Access the DIDRR toolkit at: www.collaborating4inclusion.org



People with disability

Individual preparedness is one of the most effective ways to reduce risk.

To prepare effectively, people with disability need:

- information, resources and tools tailored to their unique support needs in emergencies
- accessible information in formats they can understand and use to develop individual emergency preparedness plans and heed disaster warnings.

Some people with disability will need additional support, resources, or advocacy to reduce their disaster risk.

*"Because we [local councils and emergency managers] do a lot of education, I just don't think it's tailored to people with disabilities, for sure it's not."
Rockhampton participant*



Community and disability support services

Community and disability support services are an important community asset for DIDRR.

These providers have:

- trusted relationships
- deep understanding of the functional needs of people they serve
- knowledge about accessible resources and services in their community
- networks with other disability and community services

These providers need:

- a sound understanding of hazard risk and DRR
- strengths-based tools to enable preparedness for themselves and the people they serve
- training to increase their capacity to contribute to individual and organizational preparedness planning.

*"So, you know. But my support coordinator had no idea, she had never been through anything like this before, so she wasn't really sure of what she was doing either."
Townsville Participant*



Local Disaster Management

A big challenge for emergency service is not knowing what the support needs of people with disability are and how existing disability support networks operate.

Emergency managers need:

- asset-based tools and resources that better meet the learning, participation and support needs of people with disability and their support networks
- opportunities to learn from and collaborate with people with disability and community service providers

*"Yeah, I think the consistent theme I saw was for the people I spoke to with disabilities, was their support network. Their support person or their carer was always one of the first ones [they would rely on] which sort of resonates. It highlighted to me the importance of those networks and the importance of understanding those networks."
Ipswich participant*

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Disability-Inclusive and Disaster Resilient Queensland: Disability-Inclusive Disaster Risk Reduction (DIDRR) Framework

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