DISABILITY INCLUSIVE DISASTER RISK REDUCTION

[DIDRR]

FRAMEWORK AND TOOLKIT FOR COLLABORATIVE ACTION

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Citation

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SERIES OVERVIEW

This **Disability Inclusive Disaster Risk Reduction (DIDRR) Framework and Toolkit for Collaborative Action** applies a human rights and capability approach to articulate the goals, focus, tools, and rules by which multiple stakeholders (i.e. government, emergency services, people with disability and their support services), each having different roles and contributions, can share responsibility for decreasing risk and increasing the resilience of people with disability to disaster.

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Part 1

Introduction and Background

In part 1 we present an introduction and background to the development of DIDRR in Australia. This includes an overview of the framework's intended audience and rationale behind its necessity, collaborative development and the methodology employed in its creation.

Who is this framework for?

This Disability Inclusive Disaster Risk Reduction (DIDRR) Framework and Toolkit for Collaborative Action is for all Australians – individuals, communities, organisations, sectors, and governments – to improve how we learn and work together to identify and remove barriers for people with disability before, during, and after disasters.

This framework consolidates nearly a decade of research conducted with communities on how to apply person-centred, capability-focused, and disability-inclusive approaches to disaster risk reduction practices. Its robust foundation stems from implementing and evaluating co-produced tools, developed in partnership with people with disability and tested for effectiveness. It derives insights from novel inclusive emergency planning methods that connect diverse stakeholders across government, community, health, disability, social welfare, and emergency services sectors to amplify the priorities for action. It is informed by the first baseline data about the preparedness, capabilities, support needs, and contributions of Australians with disability, caregivers, and their support services to DIDRR.

The DIDRR Framework and Toolkit for Collaborative Action aims to keep people with disability and their support needs at the centre of inclusive emergency management and disaster recovery planning and practices. While prioritising the disproportionate risks faced by people with disability, this framework applies to building community disaster resilience for everyone.

The framework serves as a tool for government and emergency services to bolster disability inclusive emergency management planning and practice arrangements, aligning with Australia's Disability Strategy.

It aids in fulfilling Australia's commitments under the United Nations Convention on the Rights of Persons with Disability and the Sendai Framework for Disaster Risk Reduction.

This toolkit can be used by community, health, disability, aged care, and social welfare service providers to develop their capability in disability inclusive emergency planning with their staff and the people they support. This aligns with Australia's Second National Action Plan to implement the National Disaster Risk Reduction Framework.

The co-produced tools can assist disability service providers to develop their emergency and disaster management practices, complying with the National Disability Insurance Scheme (NDIS) Emergency Management Practice Standards.

Acknowledging the necessity of cross-sector collaboration in effective DIDRR, this toolkit offers numerous examples illustrating how different stakeholders can contribute and collaborate across sectors to enhance safety and well-being outcomes for people with disability in emergencies.

Why is this framework needed?

> **People with disability rely on different levels and types of function-based support every day. Access to these supports can be compromised before, during, and after a disaster.**

Ensuring the safety and well-being of people with disability during disasters demands their active inclusion in local emergency management practices, planning, and decision-making. Australia's current emergency management arrangements lack the collaborative mechanisms for how to put DIDRR into action, leading to unaddressed risks during disasters.

Research consistently highlights the disproportionate risks faced by people with disability during disasters. They face increased mortality rates, higher risks of injury and property loss, evacuation difficulties, and greater dependence on health and social services during and after disaster events (1 – 6).

State and territory governments hold legislated responsibility for emergency management arrangements in their jurisdictions (7). While local governments play a critical role in delegated responsibilities such as public education and local emergency management planning, they lack adequate guidance on how to include people with disability and their support networks in local disaster risk reduction (8).

The absence of comprehensive and accurate information about the preparedness, capabilities, and support needs of people with disability and their support services hinders effective emergency planning (9). This information gap is a significant barrier to the safety and well-being of people with disability in disasters. Their exclusion from local emergency management practices and disaster risk reduction policy formulation exacerbates this challenge. As pointed out by the United Nations Office for Disaster Risk Reduction (UNDRR), advancing DIDRR is a global challenge (10).

How are we tracking on DIDRR globally?

To understand the progress made toward DIDRR, the United Nations Office for Disaster Risk Reduction (UNDRR) conducted the 2023 Global Survey on Persons with Disabilities in Disasters.

It was a follow-up to the first (2013) disability and disaster survey, designed to identify:
- if persons with disabilities are prepared for potential disasters
- whether early warning and risk information is available and accessible,
- if persons with disabilities are aware of DRR plans at national and local levels, and
- if persons with disabilities are participating in DRR decision-making and planning.

The survey, conducted between January and March 2023 generated 6,342 responses from 132 countries. The 2013 survey resulted in 5,717 responses from 137 countries.

The results show limited 10-year progress on DIDRR and no significant differences across regions surveyed.
- 86% of 2023 respondents felt excluded from participating in community-level disaster planning, which is the same as 2013, despite respondents expressing a greater interest in participating in 2023 (57%) compared to 2013 (51%).
- 11% of respondents reported being aware of a disaster management plan in their local area, down from 17% in 2013.
- Less than half of respondents (44%) were aware of the availability of disaster risk information in accessible formats.

Harnessing opportunities to remove DIDRR barriers

Together with their representative and advocacy organisations, **people with disability** play a significant role in disaster policy, planning and interventions (6). Through lived experience and leadership roles as disability advocates, these individuals and organisations represent the voice and perspective of their members with disability. They have in-depth understanding of the factors that increase risk for people with disability in emergencies. They also have access to formal and informal networks of support and communication. This information is not readily available within mainstream emergency management.

> **Listening to people with disability and learning about their experiences is essential to understanding and removing the barriers that increase vulnerability in disasters.**

Research shows that the interdependence of people with disability and their support networks is critical for achieving safety and well-being in emergency situations (10 – 14). **Family and carers** play a vital role in supporting people with disability. During emergencies, these carers face similar barriers, heightening vulnerability for both parties during disasters.

Community and disability service providers are essential in helping individuals prepare for emergencies and ensuring their access to uninterrupted services during and after disasters (15 – 16). Unfortunately, these service providers are often ill-prepared for disasters and are not fully integrated into emergency planning (14, 17 – 18). Too often they are involved only after a devastating disaster. This is too late.

Local council links to community groups are fundamental to delivering measures and increased inclusion for people with disability and the services that support them, and building whole-of-community resilience to disaster (18). In addition to their emergency management function, local councils link to disability representatives, advocacy organisations, and community-based service providers through their community development, disability inclusion, and community engagement roles. However, there is inconsistent and ineffective integration of these critical responsibilities at the local government level across Australia. Local governments currently lack adequate resources to sustain these community-driven, collaborative, and locally led capacity-strengthening activities.

To ensure full inclusion, people with disability require information, tools, accommodations, and effective mechanisms for active participation in DIDRR. Current government emergency plans lack comprehensive profiling of the capabilities and support needs of individuals with disabilities (19). They are often lumped with other 'vulnerable groups,' reinforcing the perception of disability as a vulnerability.

Structural factors increasing their disaster risk are inadequately addressed in most plans, and there is unequal consideration across jurisdictions. Practical aspects of disaster response, primarily led by emergency services, dominate emergency planning. There is insufficient attention given to the valuable role and contributions of people with disability in reducing disaster risks, particularly through their involvement in pre-planning and emergency decision-making.

The impact of these challenges is unequal participation, limited involvement of people with disability, and insufficient data to drive measurable changes in community-wide emergency preparedness. This situation perpetuates inequity for people with disability because their support needs in emergencies are inadequately understood and planned for.

> Our Collaborating 4 Inclusion partnership research is actively addressing these gaps in Australia through shared learning, local collaborative actions, and the co-production of tools required to advance DIDRR.

This **DIDRR Framework and Toolkit for Collaborative Action** applies a human rights and capability approach to articulate the goals, focus, tools, and rules by which multiple stakeholders can share responsibility for DIDRR development, implementation, and evaluation.

Who developed this framework?

The Collaborating 4 Inclusion research team at the University of Sydney Impact Centre for Disability Research and Policy led the development of this framework through inclusive partnership research and the active participation of multiple stakeholders across the disability, community, emergency, and government sectors.

Our **vision** is to position Australia as a global leader in implementing DIDRR, setting a benchmark for effective collaborative action, demonstrating inclusive strategies, and nurturing their translation and scaling into policy and practice.

Our **mission** is to actively engage, innovate, and collaborate across communities, organisations, and government, advancing inclusive practices through evidence-informed and practice-based solutions that leave nobody behind.

Our **aim** is to maximise cross-sector DIDRR capabilities through shared learning and the removal of barriers that increase risks, ensuring the safety and resilience of people with disability in the face of disasters triggered by natural hazard events and other emergencies (e.g., health emergencies like pandemic and housefire).

The **Collaborating 4 Inclusion** partnership research tackles the problem of how to develop shared responsibility between local government, people with disability and the services that support them in emergencies.

In doing so, our team addresses persistent policy questions about local leadership and emergency planning to positively impact safety and well-being outcomes for people with disability, including:

- Who takes responsibility for the support needs of people with disability in emergency situations?

- How should that support be organised and delivered before, during, and after disaster?

- How will the responsibilities of different stakeholders be guided and outcomes measured?

Learn more:
collaborating4inclusion.org

How was this framework developed?

> **Our partnership research asks:** "How can we empower individuals with disability to take charge of their own preparedness planning while ensuring their rights to protection and safety are upheld?"

DIDRR development in Australia

In the last decade in Australia, DIDRR progressed in three overlapping stages:
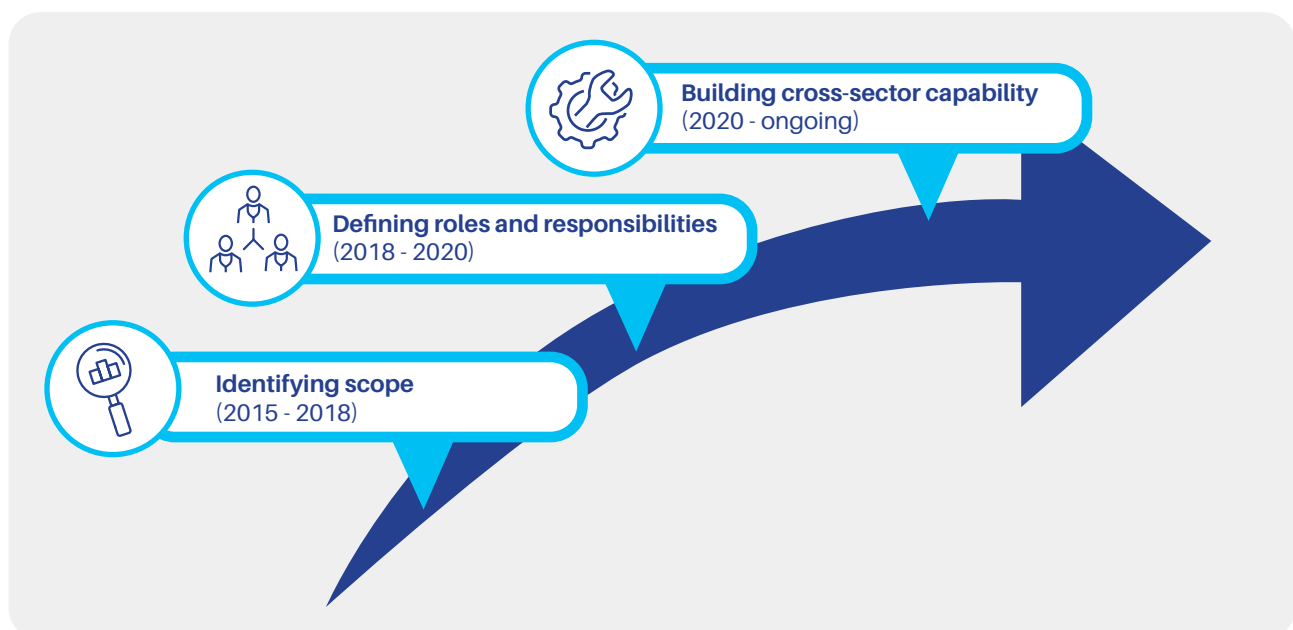
1. **Identifying scope:** Figuring out what DIDRR involves and guiding government and emergency services in its development.
2. **Defining roles and responsibilities:** Understanding the roles, capabilities, and contributions of people with disability, carers, and their support services to DIDRR.
3. **Building cross-sector capability:** Creating ways for different sectors to learn and work together for more effective responsibility sharing in DIDRR.

In 2015, DIDRR was not a part of Australia's emergency management vocabulary. There were no tools for putting the core principles of accessibility, non-discrimination, participation, and collaboration into action. Disability sat in the "too-hard basket".

By 2021, we had a rulebook for action. Requirements for inclusive emergency management are now embedded in:

*   Australia's Disability Strategy, its accompanying targeted action plan and outcomes framework
*   the National Disability Insurance Scheme (NDIS) emergency and disaster management Practice Standards.

DIDRR development phases

Building cross-sector capability
(2020 - ongoing)

Defining roles and responsibilities
(2018 - 2020)

Identifying scope
(2015 - 2018)

Guided by the Second National Action Plan to implement the National Disaster Risk Reduction Framework, Australia's National Emergency Management Agency (NEMA) initiated a DIDRR Program. It aims to develop National DIDRR Guiding Principles and Standards of Practice for the emergency sector through research and co-production that includes people with disability and their representatives in the research, design, testing, and oversight.

Co-production approach

Co-creating tools guiding its implementation was central to building a DIDRR roadmap. We used an integrated method to produce and share knowledge, which allowed us to truly appreciate and merge scientific expertise with practical, hands-on local knowledge. Our co-production process worked together with several participatory and action-oriented research cycles.

Every project involved multiple stakeholders from three groups:
- People with disability, carers, and their representative organisations
- Service providers from the community, health, disability, and social welfare sectors
- Government and emergency services personnel with roles in emergency planning, disaster response and recovery, community engagement, interagency collaboration, and disability access and inclusion.

Applying the principle of participation: **"nothing about us without us,"** the voices and lived experience of people with disability and their carers were central to the co-production process. From the outset, their perspectives and contributions shaped the resources we built. The ways people with disability were included are elaborated in each resource which can be accessed at collaborating4inclusion.org.

Participatory engagement included individual community members, frontline service providers, managers and leaders within their organisations, and peak bodies from each group. Peak bodies are associated groups with allied interests. They represent and act on behalf of their members to develop processes and standards, and communicate with and lobby government.

Government stakeholders were engaged at all levels. We consulted with advisory committees comprised of state and national decision-makers from the emergency management, disability, health and social welfare sectors, local and state government.

Learning together

The research team applied group learning theory to bring together diverse stakeholders with a shared focus on DIDRR: its development, implementation, and evaluation. Learning and working together helped community participants use each other's knowledge to improve practice. A key function was to develop and sustain interaction with participants in diverse settings, and over time, inform action. This included supporting participants to work collaboratively.

Learning from others happens two ways - horizontally and vertically. Horizontal learning occurs between individuals at the same level, like in a community or organisation. Vertical learning happens when leaders, workers, and local communities better understand each other. Vertical learning is guided by governments or organisations who make changes through 'downstream' planning and policy decisions. 'Upstream' (vertical) learning is equally important. It helps government officials and managers grasp how collaboration works, influencing decision-making to support effective DIDRR practices across diverse stakeholder groups.

Knowledge-to-action cycles

We adapted the Knowledge-to-Action (KTA) process to co-design tools and tailor knowledge for DIDRR implementation by different stakeholders. The KTA process has two interrelated components [20 – 21]:

- co-creation involving iterative cycles of inquiry, synthesis, and co-production for the purpose of tailoring knowledge into tools, and
- appreciative inquiry action research cycles.

Knowledge-to-action co-production

The process of turning knowledge into action has great utility for the design of new initiatives about which the knowledge is unclear and the evidence-base under-developed.
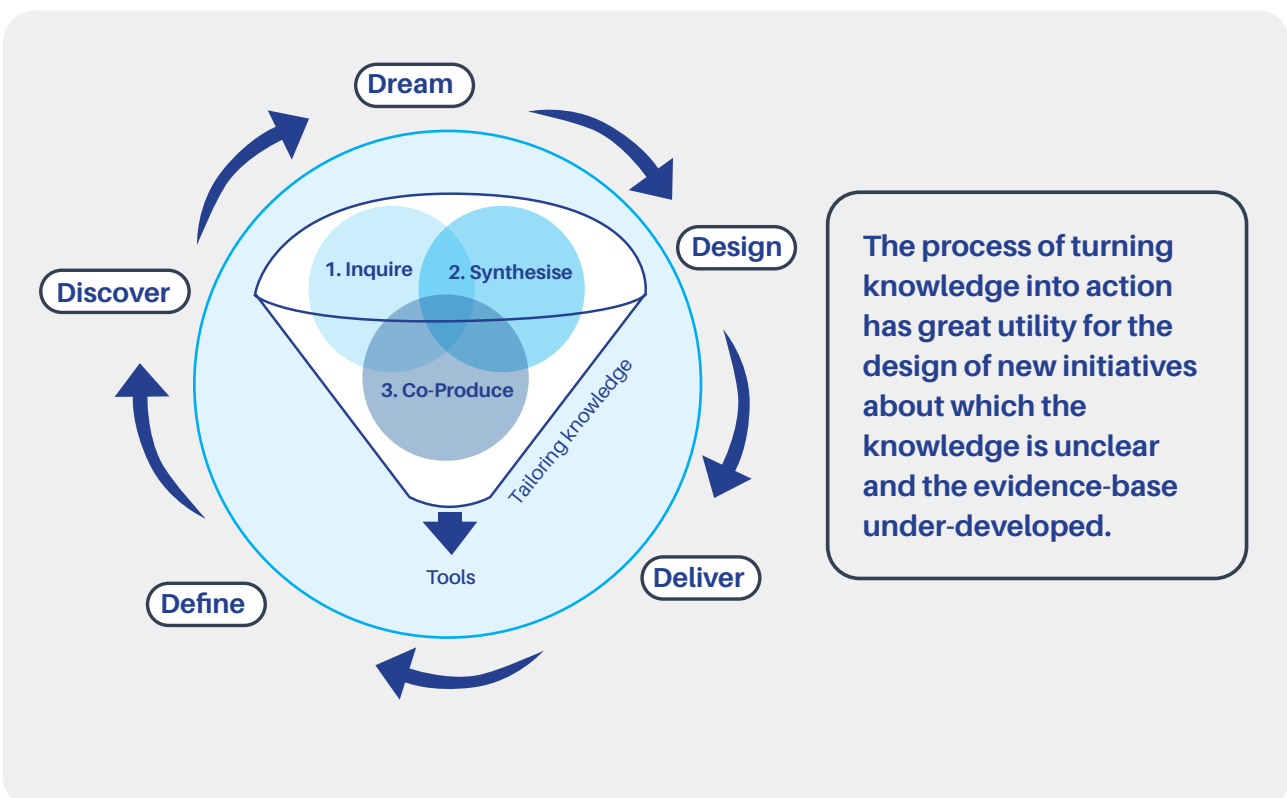
Appreciative inquiry

Appreciative Inquiry (AI) was applied as an overarching framework for stakeholder engagement. While acknowledging constraints on practice, AI embraces a philosophy of engaging with stakeholders to **recognise successes and draw on strengths** as the basis for program development and improvement (22).

AI helped us learn, reflect, and take effective action together. It involved these elements:

- **Defining**: Identifying, reviewing, and selecting knowledge.
- **Discovering**: Identifying practices that work well.
- **Dreaming**: Envisioning practices that would work well in the future.
- **Designing**: Adapting and tailoring knowledge for product co-design.
- **Delivering**: Assessing barriers to uptake and use, and refining implementation strategies.

Enhancing cross-sector learning with real-time feedback

The knowledge to action methodology supported real-time feedback and findings to development and adapt DIDRR methods, tools, and guidance. We communicated our learnings as they unfolded. Integrating multiple perspectives was central to understanding and activating DIDRR roles, responsibilities and interactions. While considering the challenges from diverse perspectives, we kept our focus on factors enabling DIDRR so that we could embed effective strategies into the co-design process.

We consistently documented, consolidated, and shared our insights, ensuring widespread dissemination and engagement with diverse stakeholders. Our efforts included sharing information with various entities like local governments, interagency networks, emergency management committees at different levels, peak bodies, and service providers in diverse practice settings like community, health, disability,

housing, and social welfare. We conducted frequent webinars and information sessions, inviting stakeholders to test the co-produced tools and share their experiences. Regular reports were submitted to state and national emergency management committees, covering community engagement, outcomes, and recovery advisories. Additionally, we provided expert advice to numerous groups, governments, and agencies to assist in developing, adopting, and executing inclusive disaster risk reduction initiatives. We also presented our research findings in in peer-reviewed publications, conferences, workshops, and forums related to disability, emergency, and public health.

Co-designed tools everyone can use

The co-designed tools that emerged from our partnership efforts and their refinement are the products of shared learning. The resources were made available for free with unrestricted online access. The research supported the development and advancement of DIDRR as a core strategy for upholding Australia's commitment to ensuring the rights, protections, safety, and meaningful inclusion of people with disability.

Sustaining interactions between stakeholders at varying levels and with different roles demands significant effort and dedication. Sustained interaction can be achieved through the **leadership practices of a key worker** who facilitates collaborative working through 'knotworking'. Engeström used the image of a knot to describe the role of a key facilitator who ties together seemingly separate threads of activity to support meaningful connections between people and their actions (23). Recognising that fleeting linkages can occur in dislocated and shifting networks of stakeholders and their activities, a key facilitator supports meaningful interactions for optimal collaboration.

Sustained interaction can also be supported by **collaboratively developed tools** that retain shared knowledge (learnings) and facilitate its dissemination across various stakeholder networks to support uptake. The tools that feature in this DIDRR Framework for Collaborative Action (see Part 3 and 4) have been key to knowledge sharing. This has facilitated the replication, translation, and scaling of person-centred, capability-focused, and disability-inclusive approaches to disaster risk reduction in Australian communities.

They are:
- Person-Centred Emergency Preparedness (P-CEP)
- Disability-Inclusive Emergency Planning (DIEP).

> **Part 3 and 4 detail how P-CEP and DIEP work together to activate DIDRR at the individual, organisational, and community level.**

These co-created tools accelerate inclusive measures for DIDRR development at the individual, organisational, and local community level. P-CEP and DIEP implementation has supported our efforts to develop the leadership capability of local governments as critical 'knotworkers' who are optimally positioned to sustain DIDRR implementation and its ongoing development through their connections to diverse stakeholder groups in their communities.

Capability development and sustainability on a national scale

Sustainable implementation of DIDRR relies on the adaptability of a robust collaboration framework (see Part 3) and tools (see Part 4) **that can flexibly accommodate various stakeholders' contributions,** while maintaining the core principles and goals of the approach.

Person-Centred Emergency Preparedness (P-CEP)	Disability Inclusive Emergency Planning (DIEP)

Individual   Organisational   Community
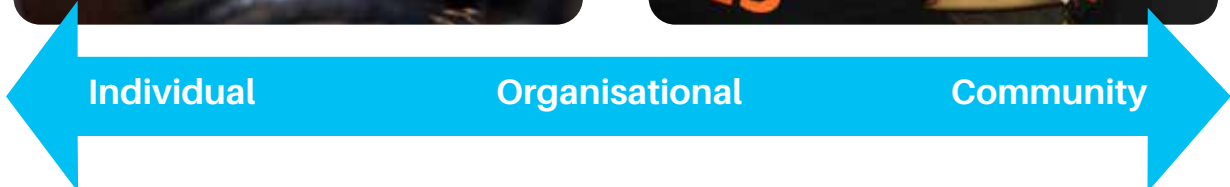
The co-created tools became useful for various stakeholders to implement by engaging in several knowledge-to-action cycles repeated over multiple projects. This fostered a culture of ongoing collaboration and learning for DIDRR development and improvement.

Through co-production, numerous projects in New South Wales (since 2015), Queensland (since 2019), and Victoria (since 2020) played a role developing, testing, and refining tools to advance DIDRR (24).

The Leave Nobody Behind project marked a pivotal stage in our research partnerships. It strengthened the course of DIDRR development and expanded empirical study of these with the two complimentary tools: P-CEP and DIEP – for activating DIDRR at individual, organisational, and community levels. Development, implementation, and evaluation of the first interdisciplinary education program in P-CEP facilitated the uptake of these approaches and is expanding nationally.

Formal implementation of these approaches is advancing in other states and territories through the leadership of government and emergency services working in partnership with their peak bodies from key sectors..

Person-centred approaches to DIDRR developed through partnership research activities on the Leave Nobody Behind project (2020 – 2023), including:

• National surveys on the emergency preparedness and contributions of people with disability, carers, and service providers to DIDRR.
• Local government-hosted Disability Inclusive Emergency Planning (DIEP) forums.
• Co-design, implementation, and evaluation of the interdisciplinary Person-Centred Emergency Preparedness (P-CEP) Certificate Course.

• The inaugural national DIDRR forum co-hosted in partnership with the Australian Institute for Disaster Resilience (AIDR) and the NSW Reconstruction Authority. AIDR further supported the dissemination through the Leave Nobody Behind webinar series, achieving national and international knowledge sharing.

Capacity building

We embedded learnings into a world-first interdisciplinary education program on P-CEP that was also co-designed over several Knowledge-to-Action cycles. Consistent training in P-CEP has supported its rapid scaling nationally, with significant evaluation findings demonstrating its effectiveness. The University of Sydney P-CEP Certificate course offers nationally consistent education in the development of person-centred, capability-focused, and disability inclusive emergency planning. It received the 2023 National Resilient Australia Award.

To address varying levels of knowledge and experiences regarding disability rights and inclusion, we created the Emergency Sector Disability Awareness (ESDA) learning module. ESDA is a three-part video-based learning module on disability awareness tailored for the emergency sector. ESDA can be undertaken before or after completing the P-CEP Certificate, or as a stand-alone module.

Learning through implementation is currently facilitated through emerging cross-sector governance mechanisms that will require further study. One such structure involves P-CEP Connect learning communities. These learning communities have evolved to meet the demand of those trained in P-CEP who seek to advance its implementation.

DIDRR development is fostered and sustained through the leadership initiatives of local governments and their network of agencies, fostering collaboration with communities, including people with disability.

Next steps

To ensure longevity and fidelity, we have integrated nearly a decade of co-production research into this DIDRR Framework and Toolkit for Collaborative Action.

The establishment of robust governance structures, continuous monitoring, and evaluation studies are needed to assess the impact of these collaborative actions on the safety and well-being of people with disability, carers, and other groups at disproportionate disaster risk.

Allocating resources to this crucial next phase of policy and practice integration will enable the evidence-based expansion, refinement, and adaptation of the approaches outlined in this toolkit, both over time and across diverse contexts.

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Resources

Australia's Disability Strategy 2021 – 31 https://www.dss.gov.au/disability-and-australias-disability-strategy-2021-2031

Australia's Emergency Management Arrangements Handbook https://knowledge.aidr.org.au/media/10162/handbook_aema_web_2023.pdf

Australia's Second National Action Plan https://nema.gov.au/sites/default/files/inline-files/28605%20NEMA%20Second%20Action%20Plan_V10_A_1.pdf

Collaborating 4 Inclusion Partnership Research https://collaborating4inclusion.org/

Disability Inclusive Disaster Risk Reduction (DIDRR) Australia https://collaborating4inclusion.org/didrr-australia/

Leave Nobody Behind Project Announcement https://www.arc.gov.au/news-publications/media/research-highlights/new-research-support-people-disabilities-disasters

Leave Nobody Behind Partnership Research Activities https://collaborating4inclusion.org/wp-content/uploads/2023/06/LNB_overview_FINAL.pdf

National Disability Insurance Scheme Emergency Management Practice Standards https://www.ndiscommission.gov.au/providers/registered-ndis-providers/provider-obligations-and-requirements/ndis-practice-standards-1#paragraph-id-2719

National Disaster Risk Reduction Framework https://www.homeaffairs.gov.au/emergency/files/national-disaster-risk-reduction-framework.pdf

Person-Centred Emergency Preparedness (P-CEP) Certificate Course Evaluation Findings https://collaborating4inclusion.org/leave-nobody-behind/pcep-short-course/course-evaluation/

Sendai Framework for Disaster Risk Reduction 2015 – 2030 https://www.undrr.org/publication/sendai-framework-disaster-risk-reduction-2015-2030

UN Convention on the Rights of Persons with Disabilities https://www.un.org/development/desa/disabilities/convention-on-the-rights-of-persons-with-disabilities/convention-on-the-rights-of-persons-with-disabilities-2.html

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NEXT IN THE SERIES

Delve into the details with us in part 2. Here, we'll clarify what DIDRR means, explore four key mechanisms that foster inclusion of individuals with disability and their representative organisations as integral partners, and outline the three fundamental principles guiding its implementation. Eager to learn more? Join us in the next section.

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Part 2

Definition, Mechanisms and Principles

In part 2 we define DIDRR, share four mechanisms to ensure the inclusion of people with disability as partners in DIDRR, and outline the three principles guiding its implementation.

What is DRR?

Disaster Risk Reduction (DRR) is a systematic approach to identifying, assessing, and reducing the risks of disaster. It aims to increase the resilience of individuals and communities to any disasters they might face. DRR has four interdependent and overlapping phases referred to as: Prevention, Preparedness, Response and Recovery (PPRR). Also known as Disaster Risk Management, DRR is the application of policies and strategies to strengthen the capability of communities to anticipate, respond, recover, and adapt to the impact of disasters.

DRR includes the full range of activities that governments and emergency personnel undertake to anticipate and manage risk, such as:

- conducting risk assessments
- planning for emergencies
- developing emergency warning systems
- communicating and engaging with the public about disaster risks and protective actions
- developing and implementing disaster response procedures
- providing disaster recovery services and supports.

Long before disaster strikes, government and emergency services are responsible for making sure each citizen:

1. knows about their local disaster risks, and
2. has the information and tools they need to make a plan that is suited to their risk situation.

Disaster risk management phases

DRR includes how governments and emergency personnel work with individuals, families, organisations, and communities so that everyone is prepared. People with disability and their support needs must be considered in all four disaster risk management phases.

DRR isn't just for government and emergency services; it involves all of us. Everyone must learn about risk and take action to prepare for how we will respond, together with our support network, when disasters strike. Some of us will need extra support, resources, or advocacy to make an effective plan.

What is DIDRR?

Disability Inclusive Disaster Risk Reduction (**DIDRR**) ensures that people with disability have the same opportunity to:

- access emergency information
- participate in DRR programs in their community
- be included as a valuable stakeholder in local community DRR.

Effective DIDRR relies on government and emergency services personnel learning the principles and working together with people with disability, their family, and communities so that everyone is prepared and included.

> **People with disability need access to information, tools, support, and effective mechanisms to enable their full participation and contribution to DIDRR before, during, and after disasters.**

DIDRR mechanisms

> **DIDRR must emphasise doing with, not for people with disability.**

DIDRR requires new ways of working to develop proactive planning and responsive disaster risk practices that focus on the support needs of people with disability and that place people with disability at the centre of development and change.

Four DIDRR mechanisms provide ways to ensure the inclusion of people with disability as partners. These mechanisms should guide decisions and actions to support the development of DIDRR processes and outcomes.

DIDRR mechanism	Characteristic features
Representation and Participation	People with disability have representation and are meaningfully included as participants in accessible emergency management and disaster recovery planning and practices.
Accessibility and Capability	People with disability are provided with accessible information, resources, environments, and support that is tailored to their individual needs, to increase their capability to prepare, respond, and recover from disaster.
Learning and Capacity Development	Multiple stakeholders learn and work together to co-design, co-develop, implement, monitor, and evaluate disaster risk reduction activities that address the support needs of people with disability before, during, and after disaster.
Data and Evidence	Evidence-based data on the preparedness, capabilities, and support needs of people with disability is used to make decisions about how to better include and support people with disability in disaster risk management before, during, and after disaster.

DIDRR principles

DIDRR is a human right

Recognition of disability in the disaster policy agenda began when the United Nations Convention on the Rights of Persons with Disabilities (CRPD) (25) came into force in 2008.

> The **CRPD is a treaty to promote, protect and ensure the human rights of the one billion people with disability globally. The CRPD reinforces the right of people with disability to have equal access to programs and services that all citizens enjoy. This includes their right to access local community activities and information designed to increase awareness of local disaster risks and steps to increase personal emergency preparedness to respond effectively in times of disaster.**

The CRPD specifically requires nations to take all necessary measures to protect the safety of persons with disability in situations of risk, including disasters triggered by natural hazard events (Article 11). **This requires the provision of extra supports, when needed, to achieve equitable access on par with everyone else in society.**

People with disability are a diverse group with different levels and types of support needs in emergencies. A significant challenge to fulfilling the rights and protections for people with disability is understanding what those extra supports are and how they should be resourced, organised, and delivered before, during, and after a disaster event (26).

Built on the foundations of the UNCRPD, the Sendai Framework for DRR (SFDRR) (2015-2030) (27) is the first global plan that acknowledges people with disability and their representative organisations as important partners in creating and carrying out emergency plans and policy decisions. The SFDRR highlighted the importance of making disaster risk reduction accessible and inclusive for everyone. It called for a disaster approach that focuses on each person's individual needs. This involves empowering individuals to play a leading role in both managing and implementing changes for disaster preparedness and response. This idea goes hand in hand with the main disability inclusion principle: "nothing about us without us!"

The SFDRR recognised that the participation of people with disability in all stages of disaster risk management can:
- increase safety during disasters
- avoid losses
- improve quality of life
- create mutual benefits for people with disability and the community (28).

DIDRR starts with capabilities

Improved emergency management planning and response actions can be achieved when we understand what people with disability can do for themselves and what they need support for.

Researchers and advocates often use the social vulnerability approach to study how certain groups, like people with disability, are more at-risk during disasters. This helps us see and understand the extra challenges and dangers these groups face. When we look at it from a social model perspective, like the social model of disability, it allows us to point out **structural barriers** that that increase risk during emergencies. This, in turn, helps us speak up for removing these barriers.

Structural barriers

Structural barriers are things like:
- Emergency warning systems that some people cannot access, understand, or use to stay safe.
- Evacuation orders that some people with disability cannot follow. For example, they have no transportation or accessible place to evacuate to.
- Decisions made without consultation about service continuity during emergencies that negatively impact access to personal support and health care management that people rely on for their health and well-being.
- Stigma and discrimination that excludes people with disability and makes them feel like they do not belong.
- Not including people with disability in emergency management and disaster pre-planning and exercising.
- Assuming people with disability are not interested or not able to learn about their risks and develop an emergency preparedness plan.

Too often the term 'vulnerability' is used to speak about what is wrong with the person rather than what is wrong with the policy, practice, or environments that increase disaster risks. Seeing people as vulnerable limits our choices and leads to strategies like vulnerability lists that only partly fix things. These strategies do not really tackle the root causes of vulnerability. Thinking of people as vulnerable makes it hard to understand that they also have strengths, roles, and contributions to identifying and removing risks. Labelling people with disability as vulnerable can increase risk because it does not help us to understand what the person is vulnerable to, what factors heighten disaster risks, or what can be done to remove those barriers.

Beyond registries

While commonly perceived as an effective government disaster response and planning tool, researchers and advocates advise that using a vulnerability list (registry of people) is not a good idea. Even if a list has a clear goal, like arranging rides for evacuation or checking on safety after a disaster, people might think they will automatically be rescued. Lists can lead to unproven plans and over-promises that increase risks for people with disability during disasters. To learn more about how registries perpetuate risks for people with disability and find better solutions, read or listen to Beyond Registries by June Isaacson Kailes, a disaster scholar and disability advocate.

How can we shift from vulnerability to capability thinking?

Developing DIDRR on a foundation of human rights and capability-focused approaches to disaster risk reduction will require the emergency sector to shift focus from asking, "What vulnerabilities does this person have?" to "What support does this person need in emergency situations?" It must also consider, "What contributions can this person make to their own disaster resilience and building resilience in others?"

Listening to people with disability and learning about their experiences is essential to understanding and removing the barriers that increase risks. To be successful we must raise awareness and build capability to work in partnership with people with disability, caregivers, and their supporting services so that disability inclusion is built into emergency management and disaster recovery planning and practice from the beginning.

DIDRR requires collaboration

Optimal DIDRR needs collaboration. No one person or sector can address the challenges for people with disability in disaster situations. Collaboration helps address implicit bias, discrimination, and access issues. It promotes respect for human rights and facilitates equal participation in disaster risk reduction (26).

DIDRR requires people with different knowledge, skills, networks, and resources who can work together to develop innovative solutions to the barriers that people with disability experience in preparing for, responding to, and recovering from disasters (29).

To make emergency and disaster management plans that work for everyone, we need teamwork across different areas. This means working together with government, emergency services, people with disability, caregivers, and supporting services. DIDRR requires ongoing support via policies and management structures. Learning from different people and sectors is important to keep everyone involved and sustain our shared responsibility for inclusive disaster readiness and response (30).

Collaborating develops knowledge and confidence; strengthening individual capability and building trust in each other's contributions to DIDRR (26). Investing in working together and coordination of our joint effort can make emergency management more efficient and the outcomes more effective. This is especially important for decision makers, as it enhances the overall impact of disaster plans.

The remainder of this framework applies research on DIDRR and its development to articulate the goals, focus, tools, and rules by which multiple stakeholders, each having different roles and contributions, can share responsibility for decreasing risks and increasing the resilience of people with disability to disaster.

Practical strategies and examples demonstrate the empowering impact of including people with disability and their support networks as key facilitators of development and change toward person-centred, capability-focused, and disability-inclusive practices that leave nobody behind.

The Framework Guiding Collaboration (Part 3) and Toolkit for Collaborative Action (Part 4) are designed to provide the needed tools and evidence, fostering a shift from vulnerability to capability methods that positively impact the inclusion of people with disability and their support networks in DIDRR.

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29. Villeneuve, M. Building a roadmap for inclusive disaster risk reduction in Australian communities. *Progress in disaster science 2021*, 10, 100166. DOI: 10.1016/j.pdisas.2021.100166.

30. Villeneuve, M.; Abson, L.; Pertiwi, P.; Moss, M. Applying a person-centred capability framework to inform targeted action on Disability Inclusive Disaster Risk Reduction. *International journal of disaster risk reduction* 2021, 52. DOI: 10.1016/j.ijdrr.2020.101979.

Resources

Beyond Registries by June Isaacson Kailes (2023) https://m.domesticpreparedness.com/article-out-loud/article-out-loud-beyond-registries-better-solutions-for-people-with-disabilities

Sendai Framework for Disaster Risk Reduction 2015 – 2030 https://www.undrr.org/publication/sendai-framework-disaster-risk-reduction-2015-2030

Social Model of Disability – People with Disability Australia https://pwd.org.au/resources/models-of-disability/

UN Convention on the Rights of Persons with Disabilities https://www.un.org/development/desa/disabilities/convention-on-the-rights-of-persons-with-disabilities/convention-on-the-rights-of-persons-with-disabilities-2.html

NEXT IN THE SERIES

Empower your collective efforts with the DIDRR Framework for Collaborative Action. In part 3 you will learn how the framework can guide and inform your actions and contribute to positive change within your community or organisation. Ready to make a meaningful impact? Join us in the next section as we develop DIDRR actions that matter.

Part 1 Introduction and Background

Part 2 Definition, Mechanisms and Principles

Part 3 Framework Guiding Collaboration

Part 4 Toolkit for Collaborative Action

Part 5 Glossary and Frequently Asked Questions

# Part 3

Framework Guiding Collaboration

In part 3 we take disability out of the too hard basket by introducing a collaborative framework and tools for action that help us to apply human rights and capability approaches to the development of cross-sector DIDRR policies and practices.

Thinking about collaboration

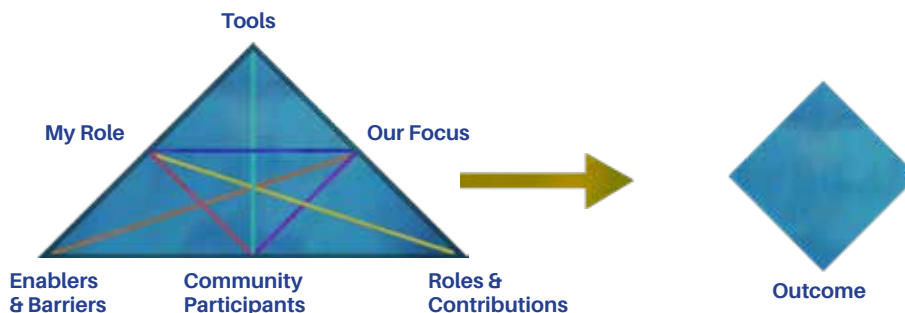We use the word 'collaboration' a lot, but how do we think about collaboration and put it into action?

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

Collaboration

Outcome
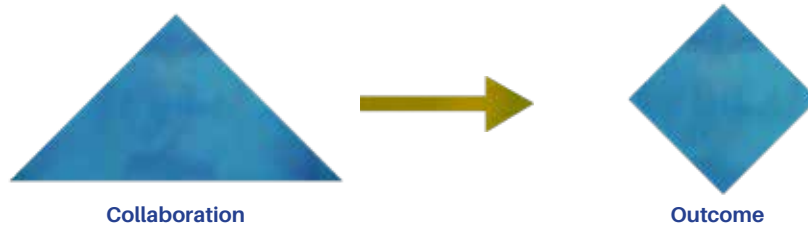
If we **look closely at collaboration**, we can see it consists of many parts. To understand and improve our collaboration, we need to consider all the parts and their interactions.

Tools

My Role

Our Focus

Enablers & Barriers

Community Participants

Roles & Contributions

Outcome

All **those parts interact**. When collaboration goes well, there is alignment between all the parts. Effective alignment is indicated by the straight arrows.

Tools

My Role

Our Focus

Enablers & Barriers

Community Participants

Roles & Contributions

Outcome

[1]   These diagrams, and the examples that follow, are an application of Sociocultural Activity Theory (SCAT) (31).
SCAT enables complex processes and their interactions (e.g., perception & meaning, social network configurations, patterns of interactions among actors, leadership, political and power relationships, inclusion organisational arrangements) to be described, evaluated, and understood (32). It offers a powerful analytical and practical framework to develop opportunities, practices, and procedures for cross-sector collaboration in DIDRR.

Collaborative action for DIDRR development is new. It involves people who do not typically work together, developing new ways of working. Sometimes, there will be things that do not go as expected.

When collaboration does not go well, it can look something like this. Ineffective alignment between the components of collaboration is indicated by bent lines and arrows.

Tools

My Role

Our Focus

Enablers & Barriers

Community Participants

Roles & Contributions
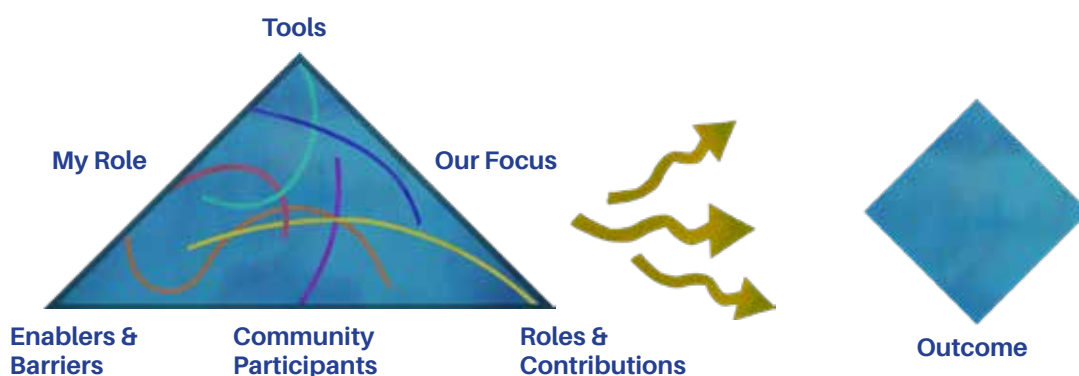
Outcome

While certain collaboration barriers are hard to change, people frequently adapt to overcome these challenges. This framework helps us spot conflicts and inconsistencies causing barriers in achieving DIDRR outcomes. Then we can solve these challenges to enhance our inclusive teamwork.

Overcoming collaboration barriers

Challenges faced in DIDRR development, irrespective of the sector, are like those encountered in any teamwork. They include time constraints, limited human resources, and a need for administrative support. Early adopters have successfully tackled these issues by incorporating DIDRR methods and tools into their current roles and responsibilities, and raising awareness about its importance through their organisations and community networks. Nationally consistent interprofessional training in Person-Centred Emergency Preparedness (P-CEP) and P-CEP Connect learning communities are helping people to learn and work together to overcome barriers to collaboration.

Learn more about P-CEP implementation here:
collaborating4inclusion.org/pcep/

Framework for Collaborative Action
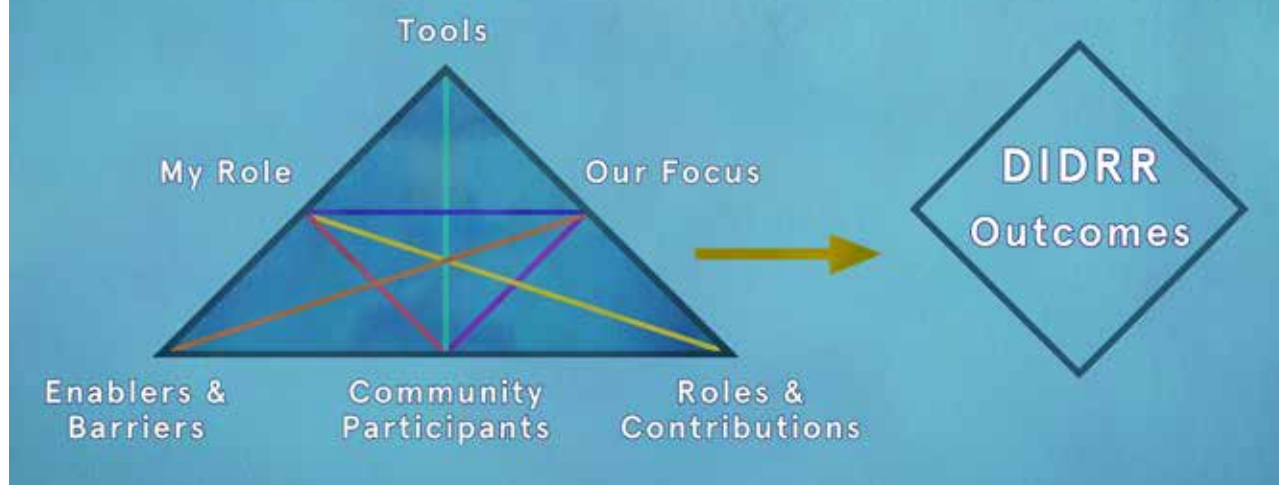
Component	Definition
Outcome	The desired goals or intended outcomes and impact to be achieved.
My Role	The individual or group (perspective) and what they bring to the collaboration – their role, responsibility, and (potential) contributions.
Community Participants	Who else is involved – other stakeholders and their roles, responsibilities, and (potential) contributions.
Our Focus	The object/objective of joint effort. It is the problem situation, issue, or activity where our individual and joint efforts will be concentrated.
Tools	Methods, tools, and approaches used – they can be conceptual or practical, including co-created artefacts that serve to sustain shared focus for joint effort among community participants.
Roles & Contributions	How work is shared – who does what and the way roles and responsibilities are structured.
Enablers & Barriers	Factors that support or constrain joint effort – regulation, policies, norms, conventions (explicit & implicit). It includes the ways we manage challenges.

Use this framework to ask:

Outcomes	• What are we trying to achieve? • How will our actions support health and well-being outcomes for people with disability before, during, or after emergencies? How will our actions support equitable access for all people? How will our actions support meaningful participation of people with disability? • How will success be measured?
My Role	• What does DIDRR mean to me? Why is it important to me? What are my requirements and priorities for developing DIDRR?
Community Participants	• Who else needs to be involved? What does DIDRR mean to these participants and their constituents? Why is it important to them? What are their requirements and priorities for developing DIDRR? • Are diverse viewpoints and experiences represented?
Our Focus	• What should we focus on to achieve our shared goal(s)? Why this focus? Why now? What key areas demand our immediate attention? • How will things change or be different? How can we feasibly monitor changes?
Tools	• What knowledge, skills, and tools do we each bring to DIDRR development? What evidence supports their effectiveness? • Have our DIDRR tools been collaboratively designed with people with disability? • How can we increase equitable access and use of DIDRR information, resources, and practices? What other resources can we each access, contribute, and use? Are they accessible? What tools are missing or need improvement to achieve our focus for joint action?
Roles & Contributions	• Who has power, authority, and responsibility? What is at stake for each of us? How can we make sure everyone has equal participation and influence? • What roles do others have and how can they contribute? What roles are we missing on our team, who can help? • Who should lead, and how can others support their leadership? • How are joint efforts best coordinated for greatest efficiency and impact?
Enablers & Barriers	• What barriers can we anticipate/are we experiencing, and how might we overcome them? • What opportunities and assets are available to us, and how can we best use them? • What policy or practice guidance is available to support our individual and collective efforts?

Stakeholders and their contributions to DIDRR

The DIDRR Framework for Collaborative Action highlights how intentional collaboration between different community participants and sectors can expand opportunities for DIDRR and remove barriers to safety and well-being for people with disability during emergency situations.

When we are intentional about learning and working together, with a shared focus on DIDRR outcomes, innovations emerge from our collaborative actions. This can involve:
- changing the way we do our tasks
- building more connections in the community
- creating more opportunities for inclusion
- using better tools that match our goals.

Collaborative action starts with people who are willing and ready to work together to achieve outcomes that matter to the safety and well-being of people with disability in emergencies. Individual citizens and community participants, representing various organisations and government sectors, bring their unique knowledge, skills, and lived experiences to work together for meaningful DIDRR outcomes.

Inclusion of people with disability from the beginning!

Ensuring the participation of community members with disability is essential. It helps pinpoint outcomes that positively impact their safety and well-being during emergencies. This lays the foundation for a collective focus on collaborative efforts aligned with their priorities and capabilities. A challenge for government and emergency services is guaranteeing representation across diverse disability experiences and perspectives. One effective approach is to engage with Disabled People's Organisations (DPO) and disability advocacy organisations from the beginning.

Key roles for DPOs and advocates in DIDRR

Disabled People's Organisations (DPOs) and advocacy organisations can play a significant role in DIDRR. Effective disability representation integrates the perspectives, needs, and rights of people with disability are integrated into all aspects of emergency management planning and decision-making.

Disabled People's Organisations are organisations uniquely characterised by being both led and composed of individuals with disability. Distinguished from other disability sector entities, they operate under the ethos of 'nothing about us without us'.

Disability advocacy organisations are entities that support and champion the rights and interests of people with disability, as well as their families and carers. The leadership composition of advocacy organisations may or may not include individuals with disability.

Key roles:
- Promoting and safeguarding the human rights and dignity of all individuals with disability.
- Representing and advocating for an appreciation of the diverse experiences within the disability community.
- Nurturing and facilitating the active engagement of people with disability in decision-making processes and all facets of community life.
- Providing counsel to government bodies and other stakeholders on matters affecting people with disability.
- Collaborating synergistically with other disability and human rights entities and groups, aligning efforts with shared interests, objectives, and strategic priorities and opportunities.

Inclusion is intersectional

It is important to recognise that different aspects of people's identity intersect. This can expose people with disability to overlapping forms of discrimination, marginalisation, and exclusion. In DIDRR engagement, it is important to consider other elements of diversity (e.g., gender, sexual orientation, language, and cultural differences, etc) to support more comprehensive and inclusive representation among all collaborators. When deciding who to engage in your DIDRR initiative, prioritise diverse representation across all stakeholder groups from various organisations and sectors (e.g., disability, community, emergency).

DIDRR outcomes

DIDRR outcomes centre on achieving two key objectives:

1. Empowering individuals with disability to exercise agency, make choices, and maintain control over their emergency planning and response actions in collaboration with their support networks.
2. Safeguarding their rights to protection and safety before, during, and after disaster.

To achieve these outcomes we need tools that align with DIDRR principles and mechanisms (see Part 2), offering clear guidance on how to work together effectively. This promotes shared responsibility, reduces inefficiencies, and outlines the pathway for everyone involved in disaster risk reduction.

Tools guide how we collaborate

The tools we choose shape our work. If we want to foster empowerment and facilitate collaborative action, the tools we use must incorporate methods to achieve these DIDRR goals.

Central to the DIDRR Framework and Toolkit for Collaborative Action are two tools: Person-Centred Emergency Preparedness (P-CEP) and Disability Inclusive Emergency Planning (DIEP). Co-created, these tools accelerate inclusive measures for DIDRR empowerment and collaboration at the individual, organisational, and local community level.

Person-Centred Emergency Preparedness (P-CEP)

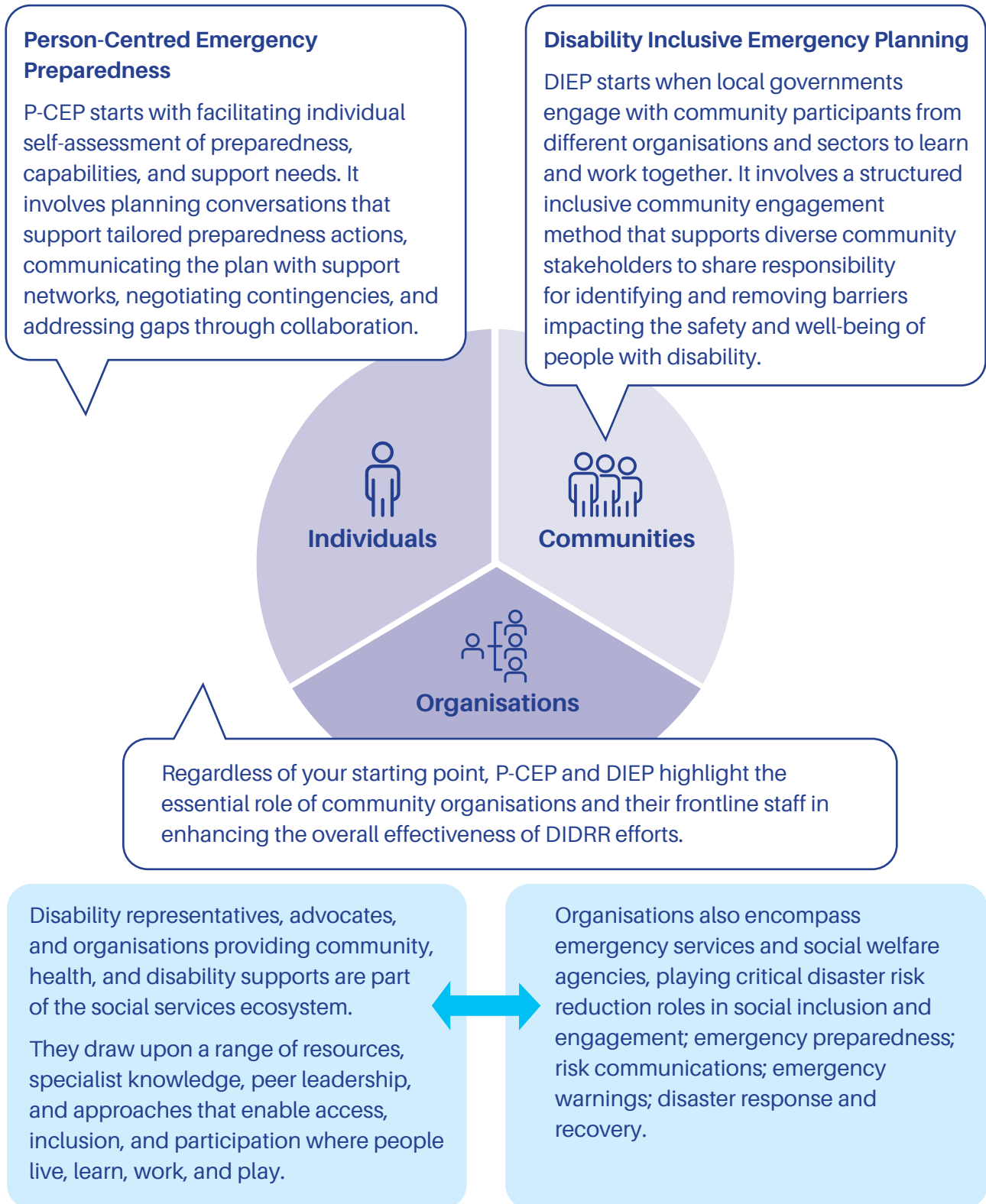**Disability Inclusive Emergency Planning (DIEP)**

Individual   Organisational   Community

How P-CEP and DIEP work together

P-CEP and DIEP work synergistically to create a comprehensive approach to inclusive emergency planning. Grounded in the application of the P-CEP capability framework, they activate collaborative action for DIDRR, producing results greater than what each approach can achieve on its own. This ensures a holistic and inclusive strategy for DIDRR development. **Here's how it works**:

Person-Centred Emergency Preparedness

P-CEP starts with facilitating individual self-assessment of preparedness, capabilities, and support needs. It involves planning conversations that support tailored preparedness actions, communicating the plan with support networks, negotiating contingencies, and addressing gaps through collaboration.

Disability Inclusive Emergency Planning

DIEP starts when local governments engage with community participants from different organisations and sectors to learn and work together. It involves a structured inclusive community engagement method that supports diverse community stakeholders to share responsibility for identifying and removing barriers impacting the safety and well-being of people with disability.

Individuals

Communities

Organisations

Regardless of your starting point, P-CEP and DIEP highlight the essential role of community organisations and their frontline staff in enhancing the overall effectiveness of DIDRR efforts.

Disability representatives, advocates, and organisations providing community, health, and disability supports are part of the social services ecosystem.

They draw upon a range of resources, specialist knowledge, peer leadership, and approaches that enable access, inclusion, and participation where people live, learn, work, and play.

Organisations also encompass emergency services and social welfare agencies, playing critical disaster risk reduction roles in social inclusion and engagement; emergency preparedness; risk communications; emergency warnings; disaster response and recovery.

> " *Emergency planning is most effective when it involves our community, health care and disability service providers. They are regulars in our homes and lives. Involve the people at the coalface of care and support...It is only when you start talking about it with your support networks that your eyes open to the importance of preparing together for emergencies...We need to challenge our services and inter-agencies to get involved in P-CEP because they are a critical part of our lives and a foundation for the provision of person-centred support...This includes support to prepare for emergencies.* "
>
> (excerpt from exchange among DIEP forum participants)

Learning and working together

Government and emergency services must engage community organisations early and maintain ongoing collaboration. To ensure meaningful inclusion, disability representatives and advocates must also be involved in DIDRR collaboration from the outset.

Picture shared responsibility as a collaborative web:

- **Individuals equipped with tailored emergency preparedness plans:** ensuring they and their support networks know how to act together in emergencies.
- **Aware, capable, and prepared organisations:** supporting staff and the people they support to create and practice P-CEP plans, safeguarding information access and support during disasters, maintaining service continuity, and partnering with authorities for inclusive emergency efforts.
- **Governments collaborating with community, disability, and emergency groups:** to create inclusive safety plans, remove barriers, and ensure universal access to emergency resources during disasters.

Achieving shared responsibility for DIDRR necessitates actions at individual, organisational, and community levels.

Seven ways to strengthen the collective capabilities of diverse community stakeholders in DIDRR

1. Inclusive understanding of needs

Community services, disability representatives, and advocates have an intimate understanding of the unique needs and support requirements of individuals with disability and the structural barriers to their inclusion in emergency management planning and disaster risk reduction. Integrating their insights ensures that individual, organisational, and community-level emergency plans are aligned to address these specific considerations.

2. Holistic approach

Emergency services provide valuable disaster risk information and planning advice, focusing on the broader community. Incorporating the expertise of people with disability and their supporting services helps emergency services to tailor risk information and planning advice. It facilitates a holistic approach that addresses the diverse needs of all community members. This collaboration creates a more comprehensive and inclusive disaster risk management strategy.

3. Targeted support

Collaborating with diverse community-based services allows for the identification and provision of targeted support for individuals with disability and increases reach with other groups like people with chronic health conditions, people from different culture and language backgrounds, and people experiencing homelessness. This includes considerations for accessible communication, evacuation strategies, transportation needs, and recovery services that are crucial for the safety and well-being of everyone during emergencies. Combining efforts customises support for individuals, enhancing the efficient mobilisation of human and material resources during emergencies.

4. Effective communication

Peer leaders, health care providers, community services, and disability organisations have established communication channels with the people they support. By coordinating efforts, emergency services can leverage these channels to disseminate crucial information, warnings, and guidance. These groups can also assist in customising risk communications to formats that are accessible and understandable for the target audience, enhancing effectiveness.

5. Building trust

Collaboration between community organisations and emergency services helps build trust within the community. People with disability and other groups may be more inclined to engage with emergency planning processes when they see a coordinated effort that takes their specific needs into account. This trust is vital for effective communication and cooperation during emergency situations.

6. Ensuring representation

Involving people with disability, their representatives and advocates as key community service partners supports representation of the diverse perspectives and experiences of people with disability in the emergency planning process. This representation is crucial for creating individual, organisational, and community-level emergency plans that are effective and inclusive.

7. Removing barriers

When targeted support is delivered through collaborative efforts involving government and emergency services in partnerships with people with disability and their support services, it helps to identify gaps that may escalate disaster risks.

The power of collaborative learning

> **Our research underscores a critical insight: possessing the tools alone is insufficient. True effectiveness happens by learning and working together.**

Building capability and confidence to share responsibility for DIDRR is further enabled through the P-CEP Certificate course and P-CEP Connect learning communities.

P-CEP Certificate course	P-CEP Connect
A P-CEP Certificate course, offered by the Centre for Continuing Education at the University of Sydney, provides a nationally consistent training approach for government and emergency personnel to learn and work together with people with disability and the services that support them.	P-CEP Connect learning communities foster DIDRR development by sharing tips, tools, and strategies for successful P-CEP implementation and cross-sector collaboration.
Graduates exit with a tailored emergency plan, the capability to facilitate preparedness with others, and a concrete implementation plan to integrate P-CEP principles into their practices.	It serves as a post-Certificate course platform, inviting P-CEP facilitators to connect and share insights on: • how different stakeholders implement P-CEP • strategies for facilitating preparedness support • challenges, opportunities, and facilitators of success.

P-CEP: An interdisciplinary learning hub

People with disability, their supporting services, government and emergency personnel learn together.

Winning the 2023 National Resilient Australia Award, the P-CEP Certificate course It is backed by comprehensive evaluation findings that demonstrate its effectiveness.

Emergency Sector Disability Awareness (ESDA)

Recognising that people have different knowledge and experiences with disability rights and inclusion, we also created the Emergency Sector Disability Awareness (ESDA) learning module. Government and emergency services personnel asked for disability awareness training to actively facilitate meaningful inclusion and participation of disability representatives in emergency management planning and practice.

While disability awareness training is available, none of it is tailored specifically to the emergency sector. ESDA responds to this gap and compliments the P-CEP Certificate. It can be completed before or after undertaking P-CEP, or as a stand-alone module.

Access ESDA here: collaborating4inclusion.org/ emergency-sector-disability-awareness/

Focus for collaboration

The Framework Guiding Collaboration highlights the importance of all of us working together to ensure the rights, safety, protection, and inclusion of people with disability in disaster risk reduction. **But how should we focus our individual and joint efforts?**

Over the past ten years, our research has identified specific focus areas and the tools we need achieve collaboration at the **individual, organisational, and community level**. Keep in mind these activities interact and overlap across all three levels.

At the **individual level,** our focus should be on preparing ourselves and helping others to prepare.

Preparing ourselves

We all need a P-CEP plan. Personal preparedness is one of the most important things an individual can do to reduce risk and increase their safety.

Put your oxygen mask on first

Before we can help others plan for emergencies based on their needs, we first need to understand our own risks and be prepared. Going through the P-CEP process ourselves and making our own emergency plan is a crucial step. The P-CEP Certificate course provides the information and tools to:

- prepare yourself and your household
- help others to be prepared.

Preparing others

Some people need support to make a personal emergency preparedness plan. This is particularly important for people who rely on others to assure their safety and well-being in the face of disasters and other emergencies.

When facilitating preparedness with others, the P-CEP helps us to sustain our shared focus on key ingredients for success, such as:

- **Understanding capabilities in everyday life.** We cannot make an effective plan for how we will manage in an emergency if there are significant gaps in our ability to manage everyday.
- **Focusing on function rather than impairments as the basis for self-assessment and emergency preparedness.** Using the P-CEP framework or capability wheel helps us to focus on what people can do for themselves and what they need support for in emergencies.
- **Keeping people and their support needs at the centre** of emergency preparedness involves adopting a conversational approach. This begins by using P-CEP to facilitate self-assessment of current preparedness and increasing preparedness actions through stepwise planning.
- **Collaborating across sectors.** We need to connect people to emergency information, support networks, and resources that will help them to make a comprehensive emergency plan.
- **Addressing gaps through collaboration.** We all need to work together to identify and address unmet needs and remove barriers to safety and well-being in emergencies.

Five things everyone should do to facilitate a P-CEP conversation

Your role	Person-centred strategies
Be a role model	Get yourself ready, before enabling preparedness in others.
	☐ Self-assess your level of preparedness, capabilities and support needs
	☐ Be aware of your local disaster risk
	☐ Take steps to increase your preparedness
Provide structure	Bring order to what can feel like an overwhelming and confronting task.
	☐ Review the 4 action steps of the P-CEP to help you to break the conversation down
	☐ Use the P-CEP Workbook as a guide to help you keep the conversation meaningful, clear, and focused
	☐ Find the right pace and match it to the individual and their level of readiness
Be curious	Ask, listen, reflect.
	☐ Ask open-ended questions
	☐ Use what you learn to prompt further discussion
	☐ Encourage questions and active problem solving
Focus on the journey	Enable ownership of the planning process.
	☐ Appreciate that emergency preparedness is a process, not a one-time event
	☐ Reflect on existing supports, resources, and networks that people can call on in an emergency
	☐ Just start the conversation
Get and give support	Be mindful.
	☐ Thinking and talking about emergencies can make us feel worried or upset
	☐ It is important for all of us to manage our mental health and emotions
	☐ Tell people who to call for support such as: Lifeline: 13 11 14 or Beyond Blue: 1300 22 4636 Their Doctor.

Organisations need to focus on being aware, capable, and prepared DIDRR collaborators.

Four things community-based service providers, including disability representative and advocacy organisations, can do to advance DIDRR.

1. Develop an organisational and service continuity plan in partnership with staff and service users

☐ Learn about business continuity planning and use available resources to help you get started.

☐ Create an inventory of your assets (e.g., communication channels, accessible transportation, facilities, accommodation) that can be mobilised in an emergency to increase safety for your staff/volunteers and the people you support.

☐ Link service continuity planning to the support needs of your members, staff, and service recipients in emergency situations.

2. Engage in capacity development to strengthen emergency preparedness across the organisation

☐ Undertake the P-CEP Certificate course to learn together with people with disability, government, and emergency services.

☐ Use P-CEP to build risk awareness and personal emergency preparedness planning into staff induction and education programs to:
- support all managers, leaders, staff, and volunteers to develop personal emergency plans
- make sure all service users have a P-CEP plan
- increase capability of frontline staff to facilitate P-CEP conversations with the people they support.

☐ Integrate P-CEP self-assessment and tailored preparedness planning into all person-centred intake processes such initial assessment, care planning, and risk assessment. This ensures that everyone receiving your services gains access to emergency management and disaster risk reduction information and tools necessary for their safety.

☐ Use your your expertise to help the people you support to access and use emergency information.

3. Collaborate with fellow community organisations to identify gaps in organisational preparedness

- ☐ Join a P-CEP Connect learning community to learn how to connect personal emergency preparedness to service continuity plans and supports.
- ☐ Provide peer support to help other organisations develop their organisational preparedness and service continuity plans.
- ☐ Negotiate possibilities for managing during disasters, including sharing resources to address service continuity challenges during emergencies.

4. Communicate with local government and emergency services about your organisation's capabilities and needs, including any unmet needs of the people you support

- ☐ Share information about accessible places, spaces, and assets in your community or organisation.
- ☐ Discuss the unmet needs and impact on those you support with government and emergency services.
- ☐ Negotiate ways to mobilise organisational and community assets as part of local emergency planning.

Business Continuity Planning and More

This webinar series brings business continuity planning to life through good practice examples of all-hazards preparedness planning. Tools and resources are shared so community and disability organisations can get started. Access the webinar: collaborating4inclusion.org/pcep/

The ACOSS Resilient Community Organisations (RCO) Toolkit has a benchmarking tool, six guiding steps, and resources.
Go to: resilience.acoss.org.au/

Four things emergency service organisations should do to advance DIDRR

1. Learn about disability, including ways to increase disability inclusion and representation in emergency management planning and practice

☐ Engage with the ESDA module to understand disability, advocacy, and representation.

☐ Make sure that disability representative organisations and advocates are included in emergency management and disaster recovery planning and community engagement activities, alongside community and disability providers.

Tips:

- Reach out and participate in meetings and activities led by people with disability and their representatives to share information about emergency planning and disability inclusion.
- Don't forget to include informal caregivers (e.g., friends and families) who need to be ready to support themselves and the people they care for in emergencies.
- Organise a home visit or share information in the places where people access, give and share support.

2. Improve the accessibility of emergency risk information and communication strategies

☐ Involve people with disability to give feedback on the readability, understandability, and actionability of risk information and preparedness resources.

☐ Use accessibility guidelines to make digital and print information more accessible.

Tips:

- Use fewer words and short sentences. Use lists, bullet points or numbers.
- Keep language simple. Reduce emergency jargon and acronyms.
- Write in active voice.
- Engage in P-CEP conversations to help personalise risk information.
- Work with community and disability service providers who can help to tailor risk and preparedness information to the access and communication needs of the people they support.

3. Develop inclusive community engagement strategies

☐ Develop robust community engagement strategies that help people to access, understand, and use trustworthy emergency information and resources.

☐ Develop networked connections with community organisations that provide routine care and support to people at higher risk in emergencies.

Tips:
- Work with disability representatives, advocates, and service providers to share emergency messages.
- Leverage their trusted connections in community to help build their capability in disaster risk reduction.
- Join up efforts to provide outreach for effective emergency preparedness support with people at higher risk.

4. Identify issues and brainstorm solutions with people with disability and their support services

☐ Undertake the P-CEP Certificate course to learn together with people with disability, caregivers, and service providers.

☐ Make community engagement a two-way conversation that starts with understanding current preparedness, capabilities, and support needs.

Tips:
- Use information and feedback from the disability community to help improve emergency messages.
- Listen to what people with disability have to say about barriers that increase their risk.
- Involve people with disability in planning for how to remove the barriers they face before, during, and after disasters.

Four things local governments can do to advance DIDRR

1. Foster and maintain DIDRR collaboration across diverse community stakeholders
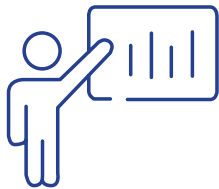
- [ ] Undertake the P-CEP Certificate course.
- [ ] Join a P-CEP Connect learning community to learn how others are implementing P-CEP.
- [ ] Support individuals and community organisations to access P-CEP resources and preparedness support initiatives in your community.
- [ ] Foster community capacity development for the expansion of P-CEP support with people at greatest disaster risk across your community.
- [ ] Host a DIEP forum to activate cross-sector learning and working together.
- [ ] Connect community groups to learn and work together to improve access, inclusion, and participation of people with disability.
- [ ] Combine efforts of disability inclusive emergency planning with disability inclusion and access planning of local government.
- [ ] Support your council to put disability inclusion into emergency management plans and put emergency management into disability inclusion action plans.

2. Develop community capability in disability inclusive emergency preparedness

- [ ] Learn which community groups are ready and able to handle emergencies and partner with them to develop these capabilities with other organisations across your community.
- [ ] Establish where community groups and organisations might need extra support to improve person-centred emergency preparedness for more effective response and recovery.
- [ ] Provide targeted outreach to organisations so they can develop their organisational capabilities, roles, and contributions to DIDRR.
- [ ] Link community organisations with emergency services personnel, information, and resources to help:
  - community organisations to learn and use accurate information to make plans that work
  - emergency services to communicate risk and preparedness information with people who have diverse information, communication, and support needs
  - increase awareness of the unmet support needs of people and their services during emergencies.

3. Co-design strategies to address the unmet needs of people with disability before, during, and after disasters

- ☐ Listen to the perspectives of people with disability. Talk openly about the challenges and brainstorm ways to overcome them.
- ☐ Partner with mainstream community and disability-specific interagency partners.
- ☐ Use the P-CEP capability wheel to focus on function rather than impairments as the basis for understanding what people can do for themselves and and when they need support during emergencies.
- ☐ Co-create strategies for managing unmet needs.
- ☐ Test the effectiveness of new strategies.
- ☐ Embed tested approaches into emergency plans and practices.
- ☐ Seek feedback from people with disability and their supporting services.

4. Map accessible community resources and plan for their use in emergencies

- ☐ Access and use information about the capabilities and local assets (human and material resources) of the community and disability organisations in your community and include them in emergency planning and exercising.
- ☐ Negotiate how to mobilise local community assets and accessible resources for emergency preparedness, response, and recovery in your community (e.g., disability support staff, accessible transportation in emergency evacuation, accessible venues for emergency shelter).

Emergency Sector Capabilities in DIDRR

Learn more about emergency sector capabilities in DIDRR.

- • Access results of a comprehensive scoping study on emergency management capabilities for DIDRR in research, policy, and practice.
- • Gain insights derived from national consultations on DIDRR that pinpoint the priorities for DIDRR development in Australia.

Go to: collaborating4inclusion.org/didrr-australia/

At the **community** level, DIDRR should focus on safeguarding the rights of people with disability before, during, and after disasters

Six priority areas for disability inclusive emergency planning

1. Community profiles

Improve how people with disability and their support needs are profiled in emergency management plans. Use lived experience input to identify barriers and plan for the supports people with disability need for their safety and well-being before, during, and after disasters.

2. Emergency preparedness support

Provide access to person-centred emergency preparedness support for people who need help to make an emergency plan that is tailored to their support needs and communicated with their support network.

3. Risk information and communication

Ensure everyone has access to emergency risk information, planning resources, emergency warnings, timely disaster risk communications, and ongoing information about the unfolding emergency in formats that they can understand and use to take effective action.

4. Evacuation and shelter options

Provide safe, timely, and accessible evacuation and shelter options during and after disaster. This includes making emergency shelters/hubs universally accessible.

5. Transport options

Provide timely, secure, and accessible transport options during emergencies, including evacuating individuals, equipment, and necessary support, as well as accommodating assistance animals.

6. Emergency management and disaster recovery planning and exercising

Involve people with disability and their support services in inclusive emergency and disaster recovery planning and exercising. Provide access to mainstream and disability-specific emergency and disaster information, services, and support they need before, during, and after disasters.

Benefits of co-designing solutions

- Enhances anticipation, response, and adaptation to disasters.
- Establishes high-quality networked communication between local councils and interagencies.
- Enhances understanding of the capability and support needs of people with disability, as well as factors increasing disaster risk.
- Improves identification and profiling of support needs for people with disability, caregivers, and their services in local emergency management plans.
- Engages local assets (human and material resources for DIDRR) and pre-planning for their activation in emergencies. Leveraging digital technologies and geospatial mapping tools can streamline these efforts.
- Promotes active inclusion of people with disability in local emergency planning by removing barriers.

160 resources to kickstart your DIDRR co-design

Use the Resource-Gap Map:
- as an interactive and conversational tool to promote cross-sector learning and shared planning for DIDRR.
- to know what resources are available and avoid duplication.
- to access resources that can be applied, combined, implemented, and improved.

Access resources here:
collaborating4inclusion.org/wp-content/uploads/2023/07/Companion-Document_Resource-Gap_FINAL.pdf

Key leadership

In Part 1, we introduced 'knotworking' as an intentional leadership practice where a key worker supports stakeholders to collaborate. This assists learning and working together to achieve optimal outcomes.

Collaboration invites participants to cross the boundaries that typically define their responsibilities so that they can work together better. As a play on words, 'knotworking' is an insightful portrayal of stakeholders coming together to identify what is 'what isn't working' and devise new opportunities and strategies for change.

The knot represents trying together loose threads but no matter how thick or thin the rope, gaps persist. The job of a knotworker is to be intentional about bringing together loosely connected actors across organisations, sectors, and communities. Knotworking acknowledges the uncertainty in complex systems – a knot of activity – all parts needing to work together.

While terms such as service coordination, linking, or connecting are often used, our research indicates that these actions frequently result in simple referrals rather than genuine collaboration. In contrast, knotworkers initiate and sustain interactive learning among stakeholders, supporting their shared focus for collaborative action.

Knotworkers embrace complexity to build networked connections between people and their actions. They connect the threads and tie, untie and retie to achieve more effective DIDRR practices. Knotworking is essential for effective DIDRR.

A key leadership role for local government as DIDRR knotworkers

Local governments are optimally placed to support knotworking among DIDRR collaborators. They work in emergency management and connect with disability representatives, advocacy groups, and community services.

For many councils, DRR is inadequately integrated into their disability inclusion and emergency management functions. While local councils are ideally situated to support and coordinate locally-led DIDRR efforts, these responsibilities are not clearly articulated in state/territory-level emergency management plans and guidance to local governments.

Proactive facilitation of collaboration

To fully realise DIDRR, local governments should actively facilitate collaboration across their emergency, community, and disability interagency networks.

Active engagement fosters enhanced preparedness among individuals and their support services, facilitating the mobilisation of capable community organisations for effective DIDRR development and implementation.

By proactively engaging with mainstream community and disability-specific inter-agency partners, local governments can prioritise pre-planning efforts and strengthen collaborative approaches to cultivate community organisations that are informed, competent, and ready for emergencies.

Community and disability organisations can facilitate meaningful inclusion of people with disability in all stages of DRR. Leveraging their knowledge, skills, and trusted networks, these organisations can:
*   facilitate access to and use of emergency information for people to make P-CEP plans
*   develop their capability to support continuity of support to people with disability before, during, and after disaster
*   enhance the capability of government and emergency services to effectively incorporate disability inclusion into emergency management.

This collaborative approach enables better preparedness and response strategies to ensure the rights, protections, safety, and inclusion of people with disability in disaster risk reduction.

Requirements for DIDRR knotworking

P-CEP and DIEP provide the foundational tools that enable local governments to support and coordinate DIDRR efforts that are locally-led. The Framework Guiding Collaboration provides structure and guidance for this critical knotworker role.

Our research shows how numerous local councils have embraced this role and the current challenges to sustaining their DIDRR resilience-building initiatives at the local level. A specific challenge for local governments and their interagency partners is resourcing and building community resilience prior to a disaster.

Community resilience officer roles, managed by local government in response to disasters, vary widely across regions and jurisdictions. These officers may facilitate communication between government agencies, community organisations, and individuals for coordinated recovery efforts. Their effectiveness may be compromised by jurisdictional differences, local context, resources, and organisational priorities. Often, these roles become redundant just as the momentum is building, leaving communities without leadership for future disaster planning.

Local governments and their inter-agency partners need clear responsibilities, ongoing resources, and interdisciplinary training in P-CEP to support collaboration for DIDRR, especially in high disability-prevalent and disaster-prone areas. This is critical to ensure local governments embed DIDRR cross all phases of local community disaster risk management (prevention, preparedness, response, and recovery).

Data-informed decision making

Increasing the use of data and evidence is the next step.

Local governments and their emergency management planning committees depend on data and evidence to integrate DIDRR effectively into emergency management planning processes.

State/Territory government leadership is needed to support the development of data-informed decision systems to:
- identify unmet support needs and barriers that increase disaster risks for people with disability
- identify community capability and resources that can be used to respond to those support needs in emergencies
- develop proactive community engagement to positively impact pre-planing actions of diverse stakeholders who can contribute to the safety and wellbeing of people with disability in emergencies
- measure the process and outcomes of multi-stakeholder DIDRR efforts.

The federal government plays an important role to support national consistency in DIDRR development and reporting.

References

31. Engeström, Y. *From teams to knots: Activity-theoretical studies of collaboration and learning at work.* Cambridge University Press. 2008.

32. Villeneuve, M. A. & Shulha, L. M. Learning together for effective collaboration in school-based occupational therapy practice. *Canadian journal of occupational therapy* 2012, 79 (5), 293-302. DOI: 10.2182/CJOT.2012.79.5.5.

33. Stough, L. M., & Kelman, I. People with disabilities and disasters. In *Handbook of Disaster Research* (pp. 225-242): Springer. 2018.

Resources

Australia's Disability Strategy 2021 – 31 https://www.dss.gov.au/disability-and-australias-disability-strategy-2021-2031

DIDRR Resources – Resource - Gap Map https://collaborating4inclusion.org/wp-content/uploads/2023/07/Companion-Document_Resource-Gap_FINAL.pdf

Disability Inclusive Emergency Planning (DIEP) Approach, Methods, Questions www.collaborating4inclusion.org/diep/

DIEP Reports www.collaborating4inclusion.org/diep/

DIEP Video https://www.youtube.com/watch?v=jN9aD_RICZE&t=23s

Emergency Sector Capabilities in DIDRR https://collaborating4inclusion.org/didrr-australia/

Emergency Sector Disability Awareness https://collaborating4inclusion.org/emergency-sector-disability-awareness/

Inclusive Risk Assessment Case study https://collaborating4inclusion.org/wp-content/uploads/2021/08/CaseStudy_8_FINAL.pdf

National Disability Insurance Scheme Emergency Management Practice Standards https://www.ndiscommission.gov.au/providers/registered-ndis-providers/provider-obligations-and-requirements/ndis-practice-standards-1#paragraph-id-2719

National Disaster Risk Reduction Framework https://www.homeaffairs.gov.au/emergency/files/national-disaster-risk-reduction-framework.pdf

Person-Centred Emergency Preparedness www.collaborating4inclusion.org/pcep/

Person-Centred Emergency Preparedness (P-CEP) Capability Wheel https://collaborating4inclusion.org/wp-content/uploads/2020/08/2020-08-14-P-CEP_Workbook_overview.pdf

Person-Centred Emergency Preparedness (P-CEP) Overview https://collaborating4inclusion.org/disability-inclusive-disaster-risk-reduction/p-cep-resource-package/

Person-Centred Emergency Preparedness (P-CEP) Videos www.collaborating4inclusion.org/pcep/

Person-Centred Emergency Preparedness (P-CEP) Workbook https://collaborating4inclusion.org/pcep/pcep-tools

Red Cross Phone Tree example https://www.redcross.org.au/act/action-catalogue/preparedness/start-an-emergency-phone-tree/#:~:text=A%20'phone%20tree'%20is%20a,a%20fire%20or%20other%20emergency.

Sendai Framework for Disaster Risk Reduction 2015 – 2030 https://www.undrr.org/publication/sendai-framework-disaster-risk-reduction-2015-2030

UN Convention on the Rights of Persons with Disabilities https://www.un.org/development/desa/disabilities/convention-on-the-rights-of-persons-with-disabilities/convention-on-the-rights-of-persons-with-disabilities-2.html

NEXT IN THE SERIES

Explore evidence-backed tools in part 4 of the DIDRR toolkit. Discover how these tools bring together government, emergency services, community stakeholders, and people with disability. Access resources, research evidence, and real-life examples of successful implementation.

Part 1 — Introduction and Background

Part 2 — Definition, Mechanisms and Principles

Part 3 — Framework Guiding Collaboration

Part 4 — Toolkit for Collaborative Action

Part 5 — Glossary and Frequently Asked Questions

Part 4

Toolkit for Collaborative Action

In part 4 we guide you on where to find the tools, learning materials, and real-life examples that showcase DIDRR implementation.

Look inside the toolkit for collaborative action

The co-designed tools that feature in this DIDRR toolkit include the two foundational approaches – P-CEP and DIEP.

Enhancing the ability and confidence to collaboratively manage DIDRR is supported through the P-CEP Certificate, P-CEP Connect, and Emergency Sector Disability Awareness (ESDA).

This section provides an overview of each part of the toolkit and guides the reader on how to access the online resources.

Person-Centred Emergency Preparedness (P-CEP) components

1. P-CEP capability wheel

The P-CEP framework guides self-assessment and tailored emergency preparedness planning in eight areas. They are: social connectedness, transportation, assistive technology, management of health, personal support, communication, assistance animals, and living situation.
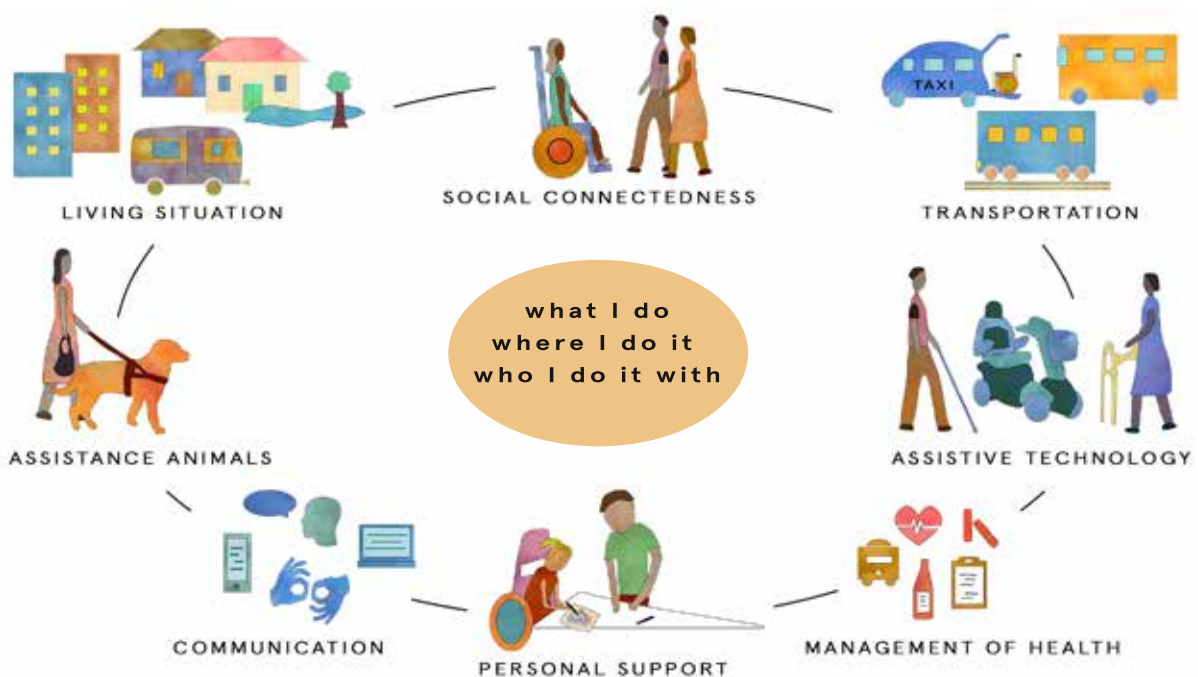
We call it the capability wheel because capabilities include what you do for yourself, what you need support for, and how you get the support you need. Together these make up your capabilities.

2. P-CEP steps

P-CEP breaks emergency planning down into four action steps. Think of each step as a planning conversation that helps people to understand and use risk information and preparedness resources to increase their emergency preparedness in partnership with their support network.

1	**Identify** your strengths and support needs in everyday life
2	**Know** your level of emergency preparedness and learn about your disaster risk
3	**Plan** for how you will manage your support needs in an emergency
4	**Communicate** the plan with the people in your support network and address gaps through collaboration

3. P-CEP principles

PRINCIPLES

1 Emergency preparedness is a process, not a one-time event.

2 People are experts in their lives, plannning starts with them.

3 Person-centred planning conversations build capability of multiple stakeholders toward DIDRR.

Three principles guide person-centred emergency preparedness conversations.

Person-Centred Emergency Preparedness

P-CEP helps match emergency planning to the supports people need for their safety and well-being in emergencies.

1 — **Identify** your strengths and support needs in everyday life

2 — **Know** your level of emergency preparedness and learn about your disaster risk

3 — **Plan** for how you will manage your support needs in an emergency

4 — **Communicate** the plan with the people in your support network and address gaps through collaboration

what I do
where I do it
who I do it with

TRANSPORTATION

ASSISTIVE TECHNOLOGY

MANAGEMENT OF HEALTH

PERSONAL SUPPORT

COMMUNICATION

ASSISTANCE ANIMALS

LIVING SITUATION

SOCIAL CONNECTEDNESS

Collaborating 4 Inclusion

collaborating4inclusion.org

Functional Capabilities and Support Needs: Definitions

P-CEP Element	Definition
Social Connectedness	The people you do things with. Your relationships with friends, family and other people. The help you give to other people.
Transportation	How you travel where you want or need to go (e.g. car, bus, train, taxi, walking).
Assistive Technology	The help you get from equipment.
Management of Health	Taking care of your health.
Personal Support	Help you get from other people.
Communication	Getting, giving and understanding information.
Assistance Animals and Pets	Help from animals. How you care for them.
Living Situation	Where you live and who you live with.

Start a P-CEP Conversation

Access P-CEP Workbook, implementation case studies, learning resources, and research evidence at collaborating4inclusion.org/pcep/

Disability Inclusive Emergency Planning [DIEP]

DIEP is an approach to inclusive community engagement and local leadership that starts at the community level – bringing different stakeholders together to focus on pre-planning for the support needs of people with disability in emergencies.

Leveraging the P-CEP capability framework and the leadership of local governments, DIEP builds awareness and willingness of diverse community participants to share responsibility for the organisation and delivery of supports that people need for their safety and well-being.

Disability Inclusive Emergency Planning cannot be improvised.

Meaningful participation of people with disability in emergency planning involves intentional, accessible, and supportive engagement. Skilful facilitation supports diverse community participants to work together to realise their individual and shared contributions to DIDRR. DIEP forums are a key strategy for activating disability-inclusive planning at the community level.

Get started with this Inclusive Emergency Planning Guide:
collaborating4inclusion.org/wp-content/uploads/2022/11/Infographic_InclusiveEmergencyPlanningConversations_FINAL.pdf

Learn more:
- Hear from community members who participated in DIEP forums across Australian communities.
- Access learning resources and DIEP tools to put inclusive emergency planning into action.

collaborating4inclusion.org/diep/

P-CEP Certificate

This course offers the **first nationally consistent interdisciplinary education** on person-centred emergency preparedness. It was **co-designed and evaluated for its effectiveness** in preparing ourselves and others to anticipate, plan, and respond effectively to disaster risks through **tailored preparedness planning and cross-sector collaborative action** that leaves nobody behind.

By completing the course you will:

- **Apply** the four P-CEP action steps to strengthen your own emergency preparedness.
- **Develop** knowledge, skills, and confidence to facilitate P-CEP with others.
- **Connect** with stakeholders to advance P-CEP in your role and community.

About the course:

- **Six self-paced, online modules** bring learners together to develop the knowledge and skills to facilitate P-CEP.
- **Read, watch, listen, and reflect** on learning through activity-based discussions.
- Create an **implementation plan.**
- Join the **P-CEP Connect Learning Community** to support translation of learning into practice.

A comprehensive evaluation examined P-CEP course outcomes.

Visit collaborating4inclusion.org/pcep/ to find out:
- Who takes the P-CEP Certificate course
- What learners say about it
- What people learn
- How they implement P-CEP

Who should take the course:

The P-CEP Certificate course is suitable for anyone wants to prepare a tailored emergency plan and learn how to facilitate person-centred emergency preparedness in others, including:

People with disability, carers and and those who advocate for inclusion and support of people with disability.

Service providers to people with disability, chronic health conditions and other people at greater disaster risk (e.g. aged care; housing/homelessness services).

Emergency services staff and volunteers who work with their communities to make sure people understand their risk and take preparedness actions.

Government community engagement and emergency management staff.

Community resilience and disaster recovery workers who plan for community resilience, emergencies, and disaster recovery.

P-CEP Connect learning community

Learners wanted practice and examples that showcase P-CEP implementation so we developed P-CEP Connect.

It serves as as post-certificate network with automatic invite for P-CEP Certificate holders.

P-CEP Connect learning resources

Growing regional P-CEP Connect learning communities are supported by the Collaborating4Inclusion team, ensuring P-CEP facilitators stay connected. These communities foster the development of DIDRR locally by exchanging tips, tools, and successful implementation strategies.

Learn More: collaborating4inclusion.org/pcep/

Emergency Sector Disability Awareness (ESDA) learning module

What is the learning need?

Government and emergency services personnel asked for disability awareness training to actively facilitate meaningful inclusion and participation of disability representatives in emergency management planning and practice.

How does ESDA respond to the need?

ESDA provides a three-part introductory video-based learning module on disability awareness for the emergency sector.

Part 1: Introduction to disability

In part 1 we focus on how different models or approaches to disability shape the way we view people with disability and how they view themselves. We use this information to consider how emergency plans are developed, whether they are inclusive of people with disability, and how we respond to support needs in emergency situations.

Part 2: Introduction to disability advocacy

In part 2 we differentiate between self, individual and systemic advocacy and learn who participates in disability advocacy. We consider the importance of collaborating with disability advocates as a key strategy that will help government and emergency services to identify and remove barriers that impact the health, safety, and well-being of people with disability in emergencies.

Part 3: Introduction to disability representation

In part 3 we focus on what disability representation is and how it can be used to promote more inclusive and empathetic understanding of disability. Emphasis is placed on representation and participation in inclusive emergency management planning and practices.

Each section of the ESDA learning module highlights lived experience of disability and invites you to consider how you can change the experience of inclusion, safety and well-being for people with disability in a disaster risk context.

How does ESDA link to the P-CEP Certificate?

This ESDA learning module compliments the P-CEP Certificate offered through The University of Sydney Centre for Continuing Education. ESDA can be completed before or after undertaking P-CEP, or as a stand-alone module.

To access the ESDA learning module :

collaborating4inclusion.org/emergency-sector-disability-awareness/

To find out more about the P-CEP Certificate:

collaborating4inclusion.org/pcep/

How to be disability inclusive

The Disability Advocacy Resource Unit (DARU) is a dedicated unit funded to work with disability advocacy organisations to promote and protect the rights of people with disability.

DARU's 'How to be Disability Inclusive' publication focuses on the role every Australian can play in creating positive change and breaking down barriers.

Learn more: daru.org.au/how-to-be-disability-inclusive

NEXT IN THE SERIES

Enter Part 5 to access a helpful glossary of terms. Need answers? Explore our FAQs for solutions to common enquiries and don't miss out on exciting opportunities for deeper engagement with DIDRR resources!

Part 1 — Introduction and Background

Part 2 — Definition, Mechanisms and Principles

Part 3 — Framework Guiding Collaboration

Part 4 — Toolkit for Collaborative Action

Part 5 — Glossary and Frequently Asked Questions

Part 5
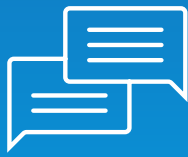
Glossary and Frequently Asked Questions

In part 5 we provide a comprehensive glossary of terms, answer frequently asked questions, and invite continued engagement with key resources.

Glossary

Term	Definition
Appreciative Inquiry	A way to recognise successes and draw upon strengths as the basis for program development and improvement.
Capabilities	Capabilities include what you do for yourself, what you need support for, and how you get the support you need. Together these make up your capabilities.
Capability Wheel	The Person-Centred Emergency Preparedness Framework is referred to as the 'Capability Wheel.' It has eight elements including: social connectedness, transportation, assistive technology, management of health, personal support, communication, assistance animals, and living situation.
Caregiver/Carer	Informal carers are person/s who provide unpaid care, support, assistance, or supervision to people who need it.
Community-based Service Provider	Encompass a wide range of individuals and organisations who provide care and support to people in their local communities, including people with disability. These individuals and organisations are distinguished by their local-level roles and connection through their service to communities. Organisations may include non-government organisations, charities, faith-based groups, and community groups. Included in this category are those providing disability support services, health, mental health, rehabilitation, and allied health services across a range of practices such as public health, children and youth services, aged care, and housing/homelessness, social justice, corrections, community development, and social welfare. The overarching roles of these service providers and organisations involve: • Identifying and responding to the needs and preferences of the individuals they support. • Empowering and enabling people to participate in and contribute to their communities.

Term	Definition
	• Collaborating and coordinating with other service providers and stakeholders to deliver services. • Advocating and raising awareness of the issues and challenges faced by the individuals they serve. • Building and strengthening the capacity and resilience of their communities. These service providers and organisations are deeply woven into their local community, playing an integral role in the health and social care system. They hold valuable insights into the functional support needs of individuals and groups they support, possessing extensive knowledge and understanding of community strengths, resources, needs, and disaster risks.
Disability Advocacy Organisation	Entities that support and champion the rights and interests of people with disability, as well as their families and carers. The leadership composition may or may not include individuals with disability.
Disability Inclusive Disaster Risk Reduction (DIDRR)	Means making sure that people with disability have the same opportunity to access disaster risk reduction information and services before, during, and after disasters.
DIDRR Mechanisms	Ways to ensure the inclusion of people with disability as partners in DIDRR. There are four mechanisms: representation and participation; accessibility and capability; learning and capacity development; and data and evidence (see part 2).
Disability Inclusive Emergency Planning	An approach to inclusive community engagement and local leadership that starts at the community level – bringing different stakeholders together to focus on pre-planning for the support needs of people with disability in emergencies.
Disabled People's Organisation	Organisations uniquely characterised by being both led and composed of individuals with disability. Distinguished from other disability sector entities, they operate under the ethos of 'nothing about us without us'.

Term	Definition
Emergency Sector Disability Awareness	A learning module targeting capacity development among emergency sector personnel in three areas: What is disability? What is disability advocacy? What is disability representation? Illustrative examples focus on the relevance to disability inclusion in emergency management information, plans, and practices.
Emergency Service Provider	People and organisations ensuring public safety and security by managing risks to communities and the environment. They encompass a range of entities including police, ambulance services, fire and rescue teams, rural fire services, state emergency services, and non-government organisations (e.g. Red Cross). The primary roles of staff and volunteers include: • Preventing and mitigating potential hazards and risks that could lead to emergencies. • Preparing and planning for effective and efficient emergency response and recovery. • Responding to and assisting individuals affected by emergencies such as fires, floods, accidents, or crimes. • Recovering and restoring functionality to affected communities and infrastructure.
Intersectionality	The ways in which different aspects of a person's identity overlap.
Knotworking / Knotworkers	An intentional leadership practice where a key worker helps stakeholders to collaborate.
Knowledge-to-Action process	A method for co-producing knowledge and tools.
Local Government	Commonly referred to as councils, municipalities, or shires. Two groups serve the needs of local communities: elected members and staff who work for the council. Local government manages local services and activities.

Term	Definition
Person-Centred Emergency Preparedness	A framework and process tool that helps match emergency planning to the supports people need for their safety and well-being in emergencies. It has three components: a capability wheel, 4 steps, and 3 principles.
P-CEP Certificate Course	A short course offering nationally consistent interdisciplinary education on P-CEP.
P-CEP Connect	A learning community or community of practice fosters collaborative learning and shares tips, tools and strategies for successful P-CEP implementation and cross-sector collaboration for DIDRR development.
P-CEP Facilitator	A person trained in P-CEP who helps others prepare an emergency plan tailored to their support needs and risk situation.
People with Disability	An umbrella term for impairments of body function or structure, activity limitations, or participation restrictions. It involves the interaction between a health condition and: • environmental factors, such as community attitudes and access to services • personal factors, such as a person's age. These factors interact to have positive or negative influences on a person's ability to perform everyday activities and participate in community life (functioning). Hence, people with similar health conditions can have different experiences of functioning, disability, and participation.

Acronyms

Acronym	Meaning
ACOSS	Australian Council of Social Services
AIDR	Australian Institute for Disaster Resilience
BCP	Business Continuity Planning
CALD	Culturally and Linguistically Diverse
CRPD	Convention on the Rights of Persons with Disabilities
DARU	Disability Advocacy Resource Unit
DIDRR	Disability Inclusive Disaster Risk Reduction
DIEP	Disability-Inclusive Emergency Planning
DPO	Disabled People's Organisation
DRM	Disaster Risk Management (refers to PPRR Phases)
DRR	Disaster Risk Reduction
ESDA	Emergency Sector Disability Awareness
NDIS	National Disability Insurance Scheme
NEMA	National Emergency Management Agency
P-CEP	Person-Centred Emergency Preparedness
PPRR	Prevention, Preparedness, Response, Recovery
SCAT	Socio-cultural Activity Theory
SFDRR	Sendai Framework for Disaster Risk Reduction

Frequently asked questions

What does the research say about the role, capability, and training needs of community, health, and disability service providers in DIDRR?

Planning for emergencies and disasters is a newer responsibility. So far, there hasn't been much clear advice on how to do it, especially for groups like community, disability, healthcare providers, and housing services. A study by Crapis et al. (2023) looked at how well Australian service providers are prepared for emergencies. They found that being mentally prepared, having the right supplies, getting training like Person-Centred Emergency Preparedness (P-CEP), and having an emergency plan were all linked to how well frontline workers helped clients prepare for disasters. The survey showed that things like lack of money, not having the right tools, and not having emergency planning as part of their job description made it hard for workers to help their clients prepare. The survey also found that workers wanted more training and support to help their clients get ready for emergencies, and they wanted ways to keep track of their clients' needs over time.

Learn more: collaborating4inclusion.org/wp-content/uploads/2023/06/Individ_Service_Provider_ Survey_FINAL.pdf

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What are the standards of practice for disability providers in emergency management?

Under the NDIS Quality and Safeguard Commission and its standards of practice, Australian Disability Service providers are required to incorporate emergency and disaster management planning into their practices. This standard addresses the planning required by providers to prepare, prevent, manage, and respond to emergency and disaster situations whilst mitigating risks and ensuring continuity of supports that are critical to the health, safety, and wellbeing of NDIS participants. This includes ensuring that people with disability have access to necessary supports and resources to prepare for and respond to emergencies. Additionally, providers must adhere to standards that ensure the safety, well-being, and rights of people with disability during emergency situations. This may involve developing personalised emergency plans, providing training and education on emergency preparedness, and collaborating with relevant stakeholders to ensure effective response and support.

How can I connect with other trained P-CEP facilitators?

To get involved with P-CEP Connect learning communities, you can reach out to your local council, community organisations like your local emergency services, Australian Red Cross, or disability service providers to inquire about any ongoing P-CEP initiatives or groups. Additionally, you can explore online platforms where P-CEP communities may be active. Another option is to attend workshops, seminars, or conferences related to disability inclusion and emergency preparedness, where you can connect with individuals and organisations involved in P-CEP initiatives. Finally, you can contact the P-CEP research team directly or visit their website to learn more about opportunities to join or start a P-CEP Connect learning community in your area. Learn more: collaborating4inclusion.org/pcep/

How can I get support to make a P-CEP plan?

To create a person-centred emergency preparedness plan in Australia, seek support from local community organisations or government agencies who have training in P-CEP. These sources offer guidance, workshops, and personalised assistance tailored to individual needs. There are online resources and a Certificate program developed by the research team at the University of Sydney. Trained facilitators have emerging learning communities you can access. By leveraging these resources and your local networks, individuals can develop effective emergency plans that prioritise their safety and well-being during disasters. By asking for support to make a plan, you are helping to raise awareness in your community about the rights of people with disability to access support to make a plan that is tailored to their support needs and risk situation. Starting a preparedness conversation can make a positive impact on the preparedness of others. Look for aware, capable, prepared, and competent facilitators to help you get started.

How can I advance P-CEP through my role as a peer leader and disability advocate?

P-CEP peer leadership is people with disability being a role model and encouraging others in preparing for emergencies. They share their experiences and their emergency preparedness strategies. Contact your representative or advocacy organisation to ask what they are doing to support their members with disability to learn about disaster risks and personal emergency preparedness. They may also be engaged in collaborations to support DIDRR development. A few organisations have developed peer-led P-CEP workshops and leadership programs like Queenslanders with Disability Network and Spinal Cord Injuries Australia. A good place to start is by reaching out to your member organisation for information or to work with them to develop opportunities for peer leadership in inclusive disaster risk reduction and personal emergency preparedness planning. You can also reach out to your local council and service organisations. Look for organisations and events that bring people together to increase local capability in P-CEP.

Is there a go-to resource for disability advocates on the lived experiences of people with disability in DIDRR?

The Clearing a Path Report is an issues paper that was prepared in response to the lived experiences shared at the Disability and Disaster Resilience forum hosted by the Disability Advocacy Resource Unit (DARU) in August 2020. The issues paper:
- Brings together lived experience and literature to build a picture of the roadblocks to safety and well-being for Australians with disability.
- Outlines six key issues that create barriers to the full inclusion of people with disability in emergency management.
- Puts forward a suite of practical actions that institutions with responsibility for emergency management and other stakeholders can undertake.

Access the paper in multiple formats here: daru.org.au/resource/clearing-a-path-to-full-inclusion-of-people-with-disability-in-emergency-management-policy-and-practice-in-australia

Has the P-CEP Certificate course been evaluated?

Yes. Research studies have assessed its effectiveness in various contexts, including its impact on increasing individual preparedness and capability to facilitate P-CEP with others who need help to make a plan. The course evaluation examined factors such as knowledge gain, skill development, confidence levels, and the application of learned principles in real-world settings. The significant evaluation results were overwhelmingly positive.
Learn more: collaborating4inclusion.org/leave-nobody-behind/pcep-short-course/course-evaluation/

What other tools are available to help me develop and implement disability inclusive disaster risk reduction in my community?

There are currently 160 helpful DIDRR resources. They are shared in a Resource-Gap Map. This map is a starting point to see what's out there. It's meant to help people talk about what they need and how to fill the gaps. Resources were included if they met the definition of DIDRR and included one or more DIDRR mechanisms (see Part 2). We hope it encourages different groups to work together to plan and prepare for disasters. Ongoing inclusive development, implementation, and evaluation is needed to understand uptake and implementation.
Find it here: https://collaborating4inclusion.org/wp-content/uploads/2023/07/Companion-Document_Resource-Gap_FINAL.pdf

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What does the research say about the role of government and emergency services in DIDRR?

An in-depth scoping study was conducted. It was followed by national stakeholder consultations.
- International peer reviewed research was examined to understand the role, capacity, tools, and training needs of emergency sector personnel in DIDRR.
- Disability representation in Australia's Emergency Management Arrangements was examined through a document analysis.
- Good practices on DIDRR were mapped.
- Real-world needs, priorities, and concerns were investigated through a series of plenary forums conducted in each Australian jurisdiction.

Read summaries of key learnings and access the full reports here: collaborating4inclusion.org/didrr-australia/

What data informs DIDRR?

The effective utilisation of data and evidence in DIDRR is an area that requires development.
We need to create and use data and evidence to make DIDRR a fundamental part of emergency management information and decisions. We need reliable, accessible, and current data to:
- Understand what people with disability can do for themselves and what support they need in emergencies.
- Identify community resources that can be used in emergencies.
- Track progress toward targeted actions on DIDRR.
- Measure the impact of DIDRR efforts.
- Make important strategic and operational decisions that positively impact the safety and well-being outcomes for people with disability and their support services in emergencies.
Learn more: collaborating4inclusion.org/wp-content/uploads/2023/07/Emergency-Management-Capabilities-for-DIDRR_FINAL.pdf

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How are emergency services agencies engaging with P-CEP?

In NSW, hundreds of emergency services leaders, staff, and volunteers have undertaken the P-CEP Certificate course and participated in Disability Inclusive Emergency Planning forums hosted by local councils. As significant partners on several DIDRR projects in NSW since 2015, these emergency service agencies are integrating their learnings into their community engagement work. Many are also supporting shared learning through regional P-CEP Connect learning communities. This has sparked numerous collaborations with disability representatives, advocates, and service providers.

These efforts are expanding through the connections between Australia's emergency services organisations. For example,

Learn about the initiative of CFA Victoria to support personal emergency preparedness with people at greatest bushfire and housefire risk: news.cfa.vic.gov.au/news/clearing-the-path-to-disability-inclusive-fire-and-emergency-planning

Learn about the Tasmania State Emergency Service and Tasmania Fire Service collaboration to support people with disability in emergency preparedness: ses.tas.gov.au/people-with-disability-emergency-preparedness-project/

Western Australia Department of Fire and Emergency Services brought DIEP forums to two local government areas in 2023. This led to expanded opportunities and collaborations with numerous local governments across the state. Learn how they got started here: collaborating4inclusion.org/diep/reports-wa/

Can P-CEP be used with people or groups other than those with disability?

P-CEP is for everyone. One learner from the P-CEP Certificate course put it best: *"What really stood out for me is P-CEP's incredible adaptability to so many contexts and so many different sub-groups within our communities, and what is really heartening is to see absolutely no push back from its designers for those who use it to stick to a particular way of implementing it. That really invites the creativity and ingenuity that was so evident in each of these cameo case studies."*

Watch the implementation webinar to learn how different people, organisations, and sectors are implementing P-CEP: vimeo.com/796172191

Where can I learn more about implementing P-CEP?

Visit collaborating4inclusion.org/pcep/ to access tools, learning resources, videos, case studies, implementation webinars and more.

How can local governments partner to bring DIEP to their community?

Have a look at the Disability Inclusive Emergency Planning information and video methodology and reports found here: collaborating4inclusion.org/diep/

I'm new to this space, how can I catch up on DIDRR learnings?

The Australian Institute for Disaster Resilience (AIDR) hosted the Leave Nobody Behind webinar series in 2023. Each of three webinars took a deep dive into DIDRR from different perspectives. This was followed by a National DIDRR forum that brought all the groups together.

The Leave Nobody Behind webinar series showcases action-oriented good practice in Disability Inclusive Disaster Risk Reduction (DIDRR). Expert speakers from each DIDRR stakeholder group (government and emergency services, people with disability, and disability support services) share case studies of current progress, specific actions, implementation challenges and how they are being tackled, as well as what needs to happen next. Together the series demonstrates that multi-stakeholder collaborative action is a key ingredient for success.

Find the series here: knowledge.aidr.org.au/resources/leave-nobody-behind-webinar-series

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What advice do people with disability have about emergency preparedness support?

We conducted a survey of 138 people with disability to explore preparedness, capabilities, and support needs in emergencies and listen to their advice.

Key messages:

- People with disability want to enhance their personal emergency preparedness.
- When offering preparedness support:
  - provide person-centred tools for self-assessment and tailored planning
  - address health, well-being, and emotions during planning conversations
  - include support networks in emergency planning conversations
  - offer practical assistance (e.g., heavy lifting, household preparedness).
- People with high support needs depend on specialised care from people and equipment daily. Their needs must be considered in emergency planning.
- Promote collaborative actions of different stakeholders including (e.g. service providers, disability organisations, and local authorities) for effective coordination of emergency management and disaster recovery supports.
- There is potential for peer advocates and individuals with lived experience of disability and mental illness to support emergency preparedness. Research is needed to develop this role.

Learn about their advice to other people with disability and emergency services here: collaborating4inclusion.org/wp-content/uploads/2024/01/Emergency_Preparedness_of_People_with_Disability_Survey_FINAL.pdf

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What advice do informal caregivers have about emergency preparedness support?

We conducted an exploratory mixed method study involving survey and interviews with caregivers to explore preparedness, capabilities, and support needs in emergencies and listen to their advice. Informal carers are persons who provide assistance or supervision to people with disability or older people on an ongoing, unpaid basis.

Key messages:

- Carers need support to manage their needs and the support needs of the people they care for in emergencies.
- Carers identified support needs in the areas of physical and practical assistance, transportation options, and emotional support. They prefer to receive this support from family, friends, and neighbours in emergencies.

- Carers should be included in education to learn about their risks, make tailored emergency preparedness plans, and contingencies. This is particularly important because friends and neighbours may be impacted by the same disaster and not able to provide support.
- Include the lived experience and perspectives of carers in emergency preparedness education for other carers, support networks, and emergency services personnel.
- Carer involvement in DIDRR planning and practice is vital for government and emergency services to understand the needs of carers and respond to their preferences for support during emergencies.

Learn about their advice to other people with disability and emergency services here: collaborating4inclusion.org/wp-content/uploads/2024/01/Emergency_Preparedness_of_Informal_ Carers_-_A_Mixed-Methods_Study_FINAL.pdf

Listen to the research findings presented to the Carer Knowledge Exchange: vimeo.com/827537015

What do we know about the emergency preparedness of health and social care organisations?

We conducted a self-administered survey of public, private, and not-for-profit organisations. There were 244 respondents.

Key messages:
- Disruptions to business continuity during and after a disaster event can have serious consequences, such as increasing clients' risk of homelessness, financial hardship, deprivation, hunger, adverse health outcomes, and social isolation.
- The surveyed organisations exhibited a high level of emergency preparedness, significantly reducing the potential for service disruption during hazard events.
- Investment in business continuity planning, information and communications technology infrastructure and collaborative workforce capacity development will enhance the resilience of community-based health and social care during pandemics and disasters.

Learn more: collaborating4inclusion.org/wp-content/uploads/2023/06/Survey_of_Community_ Organisations_FINAL.pdf

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What do we know about the role, capacity, and training needs of frontline community, health, and disability service providers in DIDRR?

We conducted a self-administered survey with 132 respondents from across Australia. This study is the first to thoroughly examine the personal preparedness of individual service providers and their contribution to emergency preparedness planning with their clients, including people with disability and chronic health conditions.

Key messages:
- Participation in emergency training such as psychological first aid, evacuation drills, and P-CEP can increase the personal preparedness of service providers.
- Providers with a high level of mental preparedness, household preparedness scores and completion of P-CEP training were likely to assume enabling roles in emergency planning with their clients.
- Despite their availability, service providers were largely unaware of emergency programs, tools, and training available in their community.

Learn more about the barriers and enablers to these worker's roles in facilitating preparedness with the people they support: collaborating4inclusion.org/wp-content/uploads/2023/06/Individ_Service_Provider_Survey_FINAL.pdf

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How can I support P-CEP outreach with people experiencing homelessness and vulnerable housing?

Emergency personnel need practical information and collaborative partnerships to enable emergency preparedness with people experiencing homelessness and the services that support them. P-CEP Homelessness Outreach responds to that need. It applies the P-CEP conceptual framework and process steps alongside four key actions. The P-CEP Homelessness Outreach toolkit includes: a conversation guide with outreach tips, lived experience stories, and a learning module to help you get started.

Access the Homelessness & Disaster resources here: collaborating4inclusion.org/homelessness-and-disaster

Acknowledgement

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Start the conversation!