

**INCLUSIVE DISASTER RISK
REDUCTION POST 2015:
Handicap International Expertise**



Caption's cover:

Bhabani Rout, 45, was amputated and has been fitted with a prosthesis. She leads an early warning mock drill in Bilipada.

Project "Capacity Building of Disaster Risk Reduction Actors in Mainstreaming Disability Issues", 2007 - 2009, Odisha State in India.

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Handicap International

Co-recipient of the 1997 Nobel Peace Prize, Handicap International is an independent and impartial organization working in situations of poverty and exclusion, conflict and disaster.

We work alongside people with disabilities and vulnerable populations, taking action and bearing witness in order to respond to their essential needs, improve their living conditions and promote respect for their dignity and fundamental rights.

www.handicap-international.org

INTRODUCTION

Handicap International has been working for **15 years** in several countries to support Inclusive Disaster Risk Reduction (DRR) in **Central America, Caribbean, Latin America** as well as **South and South East Asia**. The main focus is to ensure that the “most at risk groups” of being negatively impacted by natural hazards such as women, children, elderly and other socially excluded groups and especially people with disabilities, are fully part of DRR policies and practices.

In 2012, Handicap International co-founded the **Disability Inclusive Disaster Risk Reduction Network (DIDRRN)** in Asia to advocate for Inclusive Disaster Risk Reduction at three different levels:

- ✓ To ensure post **Hyogo Framework for Action (HFA)** is inclusive for the “most at risk groups” including people with disabilities.
- ✓ To ensure all DRR processes and activities such as prevention, mitigation and preparedness **are inclusive at national level** and that States report on their progresses on a regular basis.
- ✓ To ensure that inclusive national laws, policies and frameworks on DRR are **implemented at local level**.

In this light, the overall goal of this paper on Inclusive Disaster Risk Reduction is to **present Handicap International expertise in terms of how to develop and implement inclusive DRR into national and local practices**.



Photo: Building an inclusive early warning system with the Disaster Management Committee in Kanchapur, Nepal.

INCLUSIVE DRR: HANDICAP INTERNATIONAL DEFINITION

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

Disaster Risk Reduction aims to avoid, lessen or transfer the adverse effects of natural hazards such as earthquakes, volcanic eruptions, landslides, floods, droughts and cyclones through activities and measures for prevention, mitigation and preparedness.

Considering that some particular groups including people with disabilities are at higher risk to disasters, **Inclusive DRR** is **an effort to reduce vulnerabilities of the most excluded ones and to increase their capacities to reduce the risks**.

This **vulnerability** has been defined as “a set of conditions and processes resulting from physical, social, economic, and environmental factors, which increase the susceptibility of a community or a person to the impact of disasters” (Terminology: Basic terms of disaster risk reduction ISDR).

LEGAL FRAMEWORKS

- ✓ The **Post 2015 Hyogo Framework for Action** is the international framework for Disaster Risk Reduction. It's come after a 10 year plan to make the work safer from natural hazards, endorsed by the UN General Assembly following the 2005 World Disaster Risk Reduction Conference.
- ✓ The **UN Convention on the rights of People with Disabilities** (CRPD), **articles 11** but also **article 32** require that people with disabilities benefit from and participate in disaster relief, emergency response and Disaster Risk Reduction strategy.

Inclusive DRR is also the recognition of the right of these groups to benefit from and participate in disaster relief, emergency response and Disaster Risk Reduction strategy.

KEY FIGURE

“For every **ONE** euro spend on Disaster Reduction, **FOUR** to **SEVEN** euros are saved in Disaster Response”.

Source : European Commission - Humanitarian Aid & Civil Protection (ECHO).

AN INCLUSIVE APPROACH TO DISASTER RISK REDUCTION

- ✓ Ensures the **full and meaningful participation** of all groups and individuals in identifying and reducing risk.
- ✓ Promotes **equality of rights** and opportunities for them in the face of risk.
- ✓ Appreciates and responds to their diverse characteristics, capacities and vulnerabilities.
- ✓ Contributes to **resilience** for everyone by removing barriers that keep excluded people out and transforms power relations.



Reduced exclusion
"I am in!"

**Inclusive
Disaster
Risk
Reduction**



Reduced vulnerability
"I am safe!"

THE FOUR DIMENSIONS OF INCLUSIVE DRR FRAMEWORK

CAN (AND DO) ALL PEOPLE PARTICIPATE IN DECISION MAKING?

- ☐ Are they actively involved?
- ☐ Do they have a voice?
- ☐ Can they hold institutions accountable?

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DO DRR PRACTICES RECOGNIZE DIVERSITY?

Do they recognize that there is...

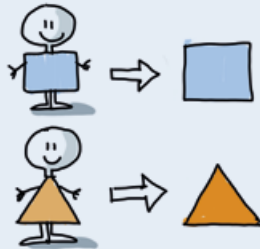
- ☐ ... diversity of people with different power?
- ☐ ... diversity of risks and disasters?
- ☐ ... diversity of barriers?
- ☐ ...diversity of sectors and levels?



Inclusive DRR is a broad concept, when addressed in depth is hard to pin down as many aspects speak to the quality of inclusion. The four dimensions outlined below, when working together, have been found to strengthen Inclusive DRR approaches.

ARE DRR PRACTICES AND STRATEGIES TAILORED TO CHALLENGES AND PEOPLE?

- ❑ Are they suitable? Sensitive?
- ❑ And «do no harm»?
- ❑ Are they flexible to changing contexts?
- ❑ Are they adapted to individuals?



DOES DRR REMOVE BARRIERS TO INCLUSION?

- ❑ Do practices address causes of exclusion?
- ❑ Are they leading to power shifts?
- ❑ Will gains be sustained?



WHY DRR NEED TO BE “DISABILITY INCLUSIVE”?

Some groups are considered to be more at risk, because of their exclusion within a society.

Within those groups, Handicap International will have **a particular attention on people with disabilities.**

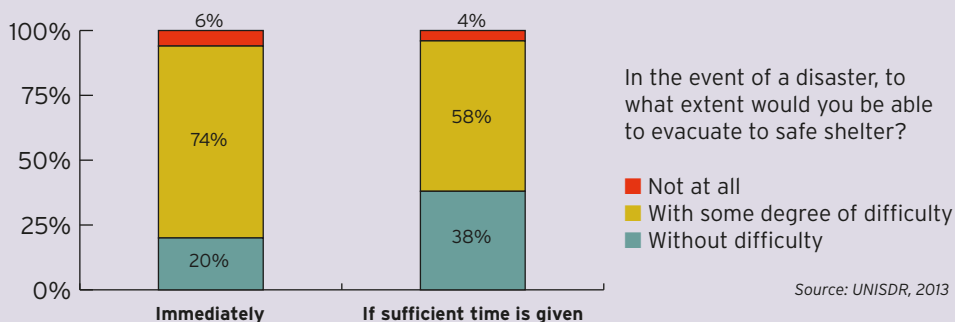
KEY FIGURES

Indeed, a 2013 global survey (Global Survey of People with Disabilities [2013] www.unisdr.org/archive/35032) amongst 5,450 respondents with disabilities from 126 countries illustrates why people with disabilities are injured or lose their lives at disproportionately high rates during disaster: **they are rarely consulted about their needs** in terms of preparedness **and relief and recovery efforts fail to take these needs into account.**

The survey also illustrates that in the event of a sudden disaster, **only 20% of respondents could evacuate immediately without difficulty**, while the majority would have some level of difficulty or not be able to evacuate at all. If sufficient time was given to evacuate, 38% say they could evacuate without difficulty - still a minority of all respondents.

The survey also highlights that **71% of respondents have no personal preparedness plan.** Only 31% have always someone to help them evacuate,

Readiness to evacuate of persons with disabilities



while 13% never have anyone to help them. Just **17%** of respondents were aware of a disaster management plan in their community, out of which a mere 14% had been consulted on these plans. At the same time, **50%** say that **they wish to participate in Disaster Risk Reduction (DRM) efforts.**

A TANGIBLE EXAMPLE

Research indicates that the fatality rate among people with disabilities (registered with the government) **was twice that the rest of the population** during the 2011 Japan earthquake and tsunami.

The most at risk groups including people with disabilities are **often not reached in time by early warning systems.**

Another element of exclusion experienced among at risk groups is the reduced social participation which still represents a barrier for participation in DRR activities and basic access to information and other services.

IN TIMES OF DISASTERS:

- ✓ They **tend to be invisible** in emergency registration systems.
- ✓ Lack of **awareness** is one of the major factors for people with disabilities not to comprehend disaster and its consequences.
- ✓ People with disabilities are often **excluded** from disaster response efforts and particularly affected by changes in terrain resulting from disasters.
- ✓ Because of **inadequate physical accessibility**, or loss or lack of mobility aids or appropriate assistance, people with disabilities are often **deprived from rescue** and evacuation services, relief access, safe location/adequate shelter, water and sanitation and other services.
- ✓ **Emotional distress and trauma** caused by a crisis situation often has long term consequences on people with disabilities.
- ✓ **Misinterpretation** of the situation and **communication difficulties** (What happened? What do I do? Where is my family? etc.) make people with disabilities more vulnerable in disaster situations.



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Photo: A mapping activity takes place in a village in Andaman in India to define evacuation routes and safe areas, including mobility aspects.

HANDICAP INTERNATIONAL

EXPERIENCE OF INCLUSIVE DRR

In 2015, Handicap International implemented inclusive DRR projects in **eleven countries**: in South and South East Asia ; in the Caribbean and Latin America and in East Africa. Other projects are under development in other areas.

HANDICAP INTERNATIONAL USES A TWIN TRACK APPROACH BY COACHING OF INDIVIDUALS AND DRR PRACTITIONERS TO INCLUSION

① EMPOWERMENT OF EXCLUDED GROUPS

The objective is to increase resilience to disasters through **personalized and family support**, to promote access information on risks so people can apply it to their daily living and livelihoods, **building individual and household vulnerability and capacity assessment and contingency planning**, adaptive capacities development, etc. The process promotes empowerment as people feel confident to actively participate in DRM actions on a personal basis or as a representative of an organization such as a Disabled People's Organization (DPO). The method used by Handicap International to achieve that first track is a ***Personalized Social Support***.

② INCLUSIVE DRR SYSTEM AND STAKEHOLDERS

The objective is to build capacities of local, national and international stakeholders to include the most at risk groups in their mitigation, prevention, preparedness and relief programming, through ***awareness, information's sharing, training, collection and dissemination of good practices, development of inclusive policies, and coaching of DRR practitioners***.

① EMPOWERMENT OF EXCLUDED GROUPS: Key recommendations for DRR practitioners

- ❖ Thoroughly collect information on at risk and excluded groups with **disaggregated data**
- ❖ Understand the **root causes of exclusion** in disaster contexts
- ❖ Identify and address barriers to active participation
- ❖ Empower at risk, excluded groups by **informing them** on their rights and roles in DRR
- ❖ Involve at risk, excluded groups in reducing **their own disaster risks** and building their resilience
- ❖ Discuss engaging in meaningful roles in DRR that consider a person's specific strengths and interests and support them to identify ways to accommodate for impairments

EXAMPLE OF GOOD PRACTICES

Taking leadership in Disaster Risk Reduction efforts in Philippines

As President of a local Disabled People's Organization (DPO), Mila Baretto supports other people with disabilities, and managed to improve disaster preparedness across her region. Mila, 44 years old and mother of four, tells her story from Cotabato **in the southern Philippines**.

Mila attended a training on disability inclusive disaster risk management in late 2012 conducted by Handicap International. Inspired by the course and supported by the Municipal Social Welfare and Development Officer, the Municipal Disaster Risk Reduction Management Office, Mila reactivated the Arakan Federation of People with Disabilities, which had been set up in 1996 but had been dormant over the past years. After the training, Mila used the DRR skills she learned to train other people with disabilities. After Super Typhoon Haiyan, Mila and her team were able to distribute relief (food items) goods to affected communities.

Thanks to the training, **"I learned about our rights and privileges"**, says Mila "I also learned that there is a one percent of the municipal budget which we can use. I am also now clear **that people with disabilities should be involved in all disaster planning!**" she says firmly. Importantly, she says she has learnt that it is important to speak up: **"we should express our needs and we should talk about these needs in front of other people in the community."**



Photo: Mila Barreto, president of the Arakan federation of People with Disabilities- Cotabato, southern Philippines.

- ❖ Drive a synchronized approach between higher levels (policy) and lower levels (implementation)
- ❖ Fully engage all key stakeholders, including **representatives** of vulnerable groups as well as **service providers**.

②

INCLUSIVE DRR SYSTEM AND STAKEHOLDERS:

Key recommendations for DRR practitioners

- ❖ **Awareness raising to change the mind sets of DRR stakeholders:** adopt inclusive approaches by encouraging at risk, excluded groups to directly represent themselves rather than through indirect representation from others
- ❖ **Advocating** for a conducive and enabling policy environment that recognizes the causes of exclusion and promotes inclusive strategies and allocation of resources
- ❖ Use **participatory methods** to design and implement inclusive vulnerability and capacity assessment, inclusive early warning systems, inclusive contingency planning, evacuations plans, information materials and physical infrastructure
- ❖ **Training and capacity building** of DRR practitioners
- ❖ **Coaching for change** of DRR practitioners in a long time perspective to become more inclusive.



Handicap International current projects on Inclusive DRR in 2015.

EXAMPLE OF GOOD PRACTICES

"People with disabilities should be the subject of policy making - not the object"

In the Indonesian province of Yogyakarta, six organizations have joined forces to advocate for new regulations on inclusive Disaster Risk Management. Ari Kurniawan, a senior trainer with the CSO Ciqal, is at the forefront of these efforts.

In terms of disaster response Kurniawan notices a change of practices. His NGO Ciqal - supported by Handicap International - advocates other NGOs to include people with disabilities and vulnerable people into mainstream DRR actions. As a master trainer in disability inclusive DRR, Kurniawan has trained many participants: government officials and NGO staff in Indonesia and Timor Leste, and sees greater sensitivity.

He recalls: "When the earthquake struck Yogyakarta in 2006, not much attention was given to people with disabilities. Five thousand people died. Thousands more sustained a disability as a result. During the 2012 eruption of nearby Mount Merapi volcano however, the **emergency responses were more appropriate to the needs of vulnerable people, including people with disabilities.**"

Now shelters were equipped with ramps and accessible toilets and trauma healing activities were provided to children at evacuation camps. "In the past, it was almost impossible for people who use wheelchairs to go to the city hall", Kurniawan says. **"But with our regular meeting the building is accessible. It is a small change but it means a lot to us."** In the recent legislative election, the election committee also provided braille ballot papers for people who have difficulty seeing or are blind, while some election sites had been equipped with ramps. **"I am happy to see these general positive changes"**, relays Kurniawan.



Photo: Ari Kurniawan of the Indonesian CSO Ciqal.

CONCLUSION

Steps forward: Post 2015 DRR framework, Handicap International will follow these five key elements:

1. The post 2015 DRR framework implementation must ensure that the “most at risk groups” and people with disabilities are included in the goals, targets and indicators,
2. The post 2015 DRR framework implementation must be designed to reduce disaster risk for the entire population including women, children and youth, people who are elderly, people with disabilities and socially marginalized groups,
3. The post 2015 DRR framework must incorporate Universal design to ensure that information, consultations, planning, monitoring and evaluation are available and accessible for all,
4. The post 2015 framework must have built in mechanisms for fully participations of and consultations with excluded groups,
5. Support to all national to local authorities, technical partners to implement Inclusive DRR policies and practices.



Photo: Snake & ladder game adapted to inclusive DRR in schools in Indonesia.

TO READ MORE ABOUT INCLUSIVE DRR

INCLUSIVE DRM FRAMEWORK AND TOOLKIT

Funded by the European Commission Humanitarian Aid Department (ECHO), under the 7th DIPECHO Action Plan for South Asia, **INCRISD South Asia** (Inclusive Community Resilience for Sustainable Disaster Risk Management) is **an action research, capacity building and policy advocacy project** implemented through a consortium comprising of Handicap International, ActionAid and Oxfam.

The result is a framework and toolkit and a online training to support DRR practioners to make their practice more inclusive. Its include:

- Introductory materials: key concepts, the ingredients and the levels of achievement
- Training sessions and linked materials
- Links to tools and methodologies that can be used/adapted
- Collection of practices on inclusion, for sharing and learning
- “Learning pills” on inclusion (in the form of short videos, etc)
- A forum for practitioners



Available on website: www.incrisd.org

GOOD PRACTICES PUBLICATION

“Empowerment and Participation” Good practices From South and South East Asia in disability inclusive Disaster Risk Management”.

As the good practices in this report illustrate, the inclusion and active participation of people with disabilities in Disaster Risk Management can come a long way: as they got engaged in community and higher-level advocacy meetings, the women and men portrayed in this paper have shed the stigma of mere recipients and become valued contributors to risk reduction efforts. Empowered, their dedication has become palpable: through their contribution to better risk management, their lives have been transformed, perceptions changed, and risks reduced.

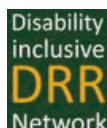


Available on website:

www.didrrn.net/home/files/9814/1257/2052/HI_DRR_good_practices_2014.pdf

ADVOCACY NETWORK

Available on website: www.didrrn.net/home/



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