



Draft Disability Inclusion Action Plan 2018–2023



GFDRR
Global Facility for Disaster Reduction and Recovery

Disability Inclusion Action Plan 2018–2023

Why a Disability Inclusion Action Plan?

Disability inclusive disaster risk management (DRM) directly benefits a significant proportion of the world population. Persons with disabilities comprise 15 percent of the world’s population, or one in seven persons. Of those, 80 percent live in developing countries. The prevalence of disability is expected to rise due to disease, natural disasters, war and conflict, and road traffic injuries, among other factors. In addition, persons over the age of 60 comprise 12 percent of the world’s population; that proportion is set to rise over 20 percent by 2050. Inclusive design benefits pregnant women, children, women carrying children, and persons with temporary injuries. This contributes to the all-of-society approach that is paramount to the reduction and management of disaster risks.

Persons with disabilities face heightened risks at each stage of DRM due to a range of physical, communication, policy, and attitudinal barriers. Inadequate attention to the needs of persons with disabilities in DRM operations results in infrastructure, policies and programs that can marginalize or deny access, heighten risk for loss of life and property, and perpetuate long-term social and economic repercussions. Disproportionate negative outcomes for persons with disabilities need not be inevitable. The synergies and intersectionality of disability and poverty imply that there is a necessity that the wider development agenda be disability-informed and disability responsive.

Making DRM investments disability-inclusive necessitates proactive measures to: incorporate disability into disaster risk assessments; facilitate the meaningful participation of persons with disabilities at all levels of disaster risk governance; build the resilience of persons with disabilities; and recover and rebuild in a way that truly translates into full inclusion and participation of persons with disabilities.

There is a global mandate for this agenda as evidenced by explicit inclusion of persons with disabilities in numerous international policy frameworks:

- **The Sendai Framework’s** guiding principles state that disability should be included in all disaster risk reduction policies and practices.

- **Sustainable Development Goal 11** emphasizes the need to create spaces and systems with attention to accessibility and universal design, critical for disability-inclusive DRM.
- **The New Urban Agenda** underscores the importance of resilient urban development which is responsive to the needs of persons with disabilities in infrastructure design and service delivery.
- **The Convention on the Rights of Persons with Disabilities** requires State Parties to protect and assist persons with disabilities in situations of risk, including humanitarian emergencies and natural disasters.

In addition, the World Bank’s Environmental and Social Framework (ESF) includes persons with disabilities within the non-discrimination directive. The ESF requires that consultations be inclusive of persons with disabilities, and that information is provided in accessible formats. The World Bank will soon launch a **Disability Inclusion and Accountability Framework** which will provide guiding principles for the Bank’s engagement in disability-inclusion and lay out a road map for including disability in the Bank’s policies, operations and analytical work.

GFDRR and the World Bank are uniquely positioned to assist countries and the international disability community by incorporating disability into their DRM-related development portfolios, leveraging their convening ability to bring together relevant stakeholders and experts, and providing technical and analytical assistance. This Action Plan on Disability Inclusion aims to provide a structured framework and blue print to undertake specific investments and activities that expand the positive impacts of existing lines of effort, ensure that persons with disabilities can benefit from DRM interventions on an equal basis with others, and generate new lines of effort with positive systemic outcomes for persons with disabilities and the wider communities in which they live.

What does disability-inclusive DRM look like?

Disability is a complex and multidimensional concept. The Convention on the Rights of Persons with Disabilities identifies persons with disabilities as those “who have long-term physical, mental, intellectual or sensory impairments which in interaction with various barriers may hinder their

full and effective participation in society on an equal basis with others.” The intersectionality of disability with age, race, ethnicity, sex, gender, religion, sexual orientation, socio-economic status, and myriad other bases can further impact the types and degrees of stigma, discrimination, and disadvantage that persons with disabilities experience.

A comprehensive report¹ on disability-inclusive DRM commissioned by GFDRR identifies four key domains to

¹ Guernsey, Katherine and Valérie Scherrer, forthcoming. *Disability Inclusion in Disaster Risk Management: Promising practices and opportunities for enhanced engagement*, World Bank, GFDRR.

understand and address the increased risks for persons with disabilities in disaster situations: (i) social and economic capital; (ii) accessibility of infrastructure; (iii) access to services; and (iii) agency and participation. These domains capture the individual, community and system level factors that interact and collectively shape how persons with disabilities may be impacted during hazard events and how they may benefit from DRM services. Table 1 details why and how these domains impact resilience and disaster vulnerability. Examples of policies and interventions highlight that disability-inclusive DRM requires an “end-to-end solution approach” rather than ad hoc, fragmented activities.

Table 1. Disability Inclusion in Disaster Risk Management	
Conceptual domains and related impact on persons with disabilities	Examples of Policies and Interventions
Social and Economic Capital	
<p>Societal discrimination and stigma result in systemic and sustained diminished access to social, economic and civic participation. These barriers can become magnified in disasters, causing disproportionate impacts to PWD.</p> <p>Research indicates that women with disabilities report greater barriers during disasters, are at greater risk particularly of gender-based violence, and remain responsible for caregiving roles during evacuation/response.</p> <p>Invisibility in assessments and analytics often means their needs are overlooked in mitigation and preparedness.</p> <p>Pervasive legal restrictions on the ability of persons with disabilities to exercise legal capacity, manage financial assets, access financial protection schemes, own land and property can negatively impact the resilience of persons with disabilities to withstand the impacts of natural hazards.</p> <p>Persons with disabilities have lower earnings, and are most likely to be in low-skilled, part-time, and informal job settings with sub-minimum wages.</p>	<p>Build capacity of all relevant stakeholders to better identify risks, barriers, and solutions. Facilitate disability and DRM cross-sector learning, training, and capacity-building.</p> <p>Identify legislative and policy elements to improve coordination and inclusion at the national and local levels.</p> <p>Identify community level gaps and challenges for access to DRM services.</p> <p>Disaggregate analytical data by disability.</p> <p>Offer technical assistance in making financial protection schemes disability-inclusive. Address the inclusion of persons with disabilities in financial protection schemes and break any barriers to participation due to disability.</p> <p>Facilitate research and increase the evidence base on costs of exclusion, risk financing, disaster vulnerability for persons with disabilities, and impact evaluations.</p> <p>Engage Disabled Persons’ Organizations (DPOs) and employers in identifying cash for work programs activities for persons with disabilities.</p>
Accessible Infrastructure	
<p>Physical: Inaccessible transportation and evacuation equipment and systems may leave persons with disabilities and their families stranded during hazard events; shelters may be physically inaccessible or place critical services such as medicine or food facilities in inaccessible locations; lack of space to manage additional needs of maintaining personal hygiene.</p> <p>Emergency housing may be inaccessible or located away from accessible transport options or crucial support networks.</p> <p>Often, accessibility design considerations are left out of new infrastructure built in the recovery phase.</p>	<p>Include accessibility in resilient city construction and/or policy reforms.</p> <p>Assist countries in the development, adoption and effective implementation of physical and technology accessibility standards.</p> <p>Consider strategic partnerships to address accessibility standards.</p>

Table 1. Disability Inclusion in Disaster Risk Management	
Conceptual domains and related impact on persons with disabilities	Examples of Policies and Interventions
Accessible Infrastructure	
<p>Information and Communication: Consultations, drills, and other preparedness activities can exclude persons with disabilities if discussions and materials are inaccessible e.g. using Braille, large print or audio materials, sign language interpretation or captioning, and other disability related accommodations.</p> <p>Early warning systems that rely purely on audio will be inaccessible to persons who are deaf or hard of hearing; similarly, text-only warnings will be accessible to persons who are blind.</p>	<p>Provide accessible and diversified communication media and channels including print, text, audio, video, graphics.</p> <p>Promote the use of accessible early warning and weather forecast systems.</p> <p>Support client countries through strengthening the institutional/legal framework for inclusive DRM.</p>
Access to Services	
<p>Part of the heightened risk faced by persons with disabilities can be related to their functional capacities. Thus, access to rehabilitation services, assistive devices, and information adapted to their needs can facilitate their being more self-sufficient, in turn enabling them to contribute to DRM, and enabling family members and their social support networks to dedicate more time to mitigating risks.</p> <p>In the aftermath of disasters, persons with disabilities are often separated from their assistive devices, are unable to access important medicines, or require power to charge their assistive device(s) such as wheelchairs, ventilators, or augmented communication devices.</p>	<p>Help communities develop disability-inclusive contingency plans which include power provision for devices, and stockpiling initiatives including assistive devices that could then be distributed as relief items.</p> <p>Recovery and reconstruction efforts should ensure the restoration, and ideally improvement, of disability-specific services. For example, better physical accessibility of services, or developing community-based services that promote inclusion in all sectors, including rehabilitation, psychosocial and mental health, education, health, livelihoods.</p>
Agency and Participation	
<p>Persons with disabilities, especially those with cognitive and psychosocial disabilities, are often viewed only as passive beneficiaries. Although sometimes well-intentioned, such approaches risk violating people’s autonomy, marginalize and disempower persons with disabilities, lead to substituted decision-making, and can lead to inaccurate or incomplete information collection.</p> <p>In fact, persons with disabilities and DPOs have valuable relevant knowledge and can make important contributions through their unique expertise at each stage of DRM.</p> <p>Achieving disability-inclusive DRM can empower persons with disabilities to take their rightful place as agents of change, and active contributors to the development and effective implementation of DRM policies, plans and standards.</p>	<p>Ensure that persons with disabilities are aware of relevant activities and included as contributing stakeholders.</p> <p>Empower and include persons with disabilities and DPOs in mapping activities.</p> <p>Ensure that all tools and methods for collecting analyzing and disseminating risk information are accessible.</p> <p>Participants with disabilities may benefit from capacity-building to facilitate their participation on an equal basis with other stakeholders.</p> <p>Engage DPOs across the project life cycle and particularly in identifying critical infrastructure.</p>

Action Plan²

A review of the World Bank's DRM portfolio and consultations with staff found little in the way of good practice regarding disability inclusion to date. GFDRR's commitment to social inclusion and citizen engagement, its establishment of the Inclusive Community Resilience (ICR) program and its GFDRR Gender Action Plan offer a framework and exemplars to demonstrate and scale up disability-informed and disability-inclusive investments. Through the ICR program, GFDRR has two specific activities on disability inclusion, including the "Empowering elders, women, and people with disabilities for resilience" project and the "Capacity Building on Social Inclusion" project, which supports analysis and training on disability and socially inclusive DRM.

This Action Plan aims to promote a more strategic and comprehensive approach to achieving disability-inclusive DRM by mainstreaming disability into consultations, needs assessments, infrastructure development, and services; and, undertaking targeted disability-specific projects and activities to close identified gaps.

Objective

The GFDRR Disability Inclusion Action Plan promotes a systematic approach towards incorporating disability-inclusive principles and practices across GFDRR's activities. It also aims to influence the wider World Bank DRM portfolio. It offers concrete steps and interventions in embedding disability inclusion as a cross-cutting issue across the GFDRR portfolio.

Guiding principles

The principles below are at the core of disability-inclusive development and align with the principles espoused in the World Bank Disability Inclusion and Accountability Framework referenced earlier.

- **Non-discrimination:** GFDRR programs and activities should not exclude or discriminate against beneficiaries on the basis of disability. Ensure that persons with disabilities obtain meaningful access to the programs, services, and benefits supported by GFDRR funding.
- **Inclusion and participation of persons with disabilities:** Persons with disabilities and Disabled Persons' Organizations (DPOs) should be respected as

experts on their needs and included as contributing stakeholders and active participants throughout the project cycle. Hiring persons with disabilities with relevant expertise as staff or consultants is highly encouraged.

- **Accessibility:** Ensure that the principles of accessibility and universal design are incorporated in all activities, outputs and deliverables funded through the GFDRR. This includes physical and digital spaces and products.

Planned Activities

DRM practitioners consulted for the development of this Action Plan identified several gaps that should be addressed to bolster the quantity and quality of disability-inclusive operations and analytical activities: (i) staff capacity and technical expertise on disability-inclusion in DRM; (ii) lack of data and evidence of disability-differentiated needs and impacts; (iii) information on facilitating dialogues with country counterparts, and (iv) access to a pool of human and knowledge resources for timely consultations and technical support.

The Inclusive Community Resilience (ICR) program will prioritize disability inclusion in the coming years and develop a plan for resource allocation to facilitate the implementation of the actions described below. Targeted resource allocation will include dedicated investments from ICR to support operations staff with knowledge resources and financial support to promote disability inclusion in wider DRM investments as part of GFDRR's broader social inclusion agenda.

Proposed activities are listed below.

Pillar 1: Knowledge and Learning

- Develop a resource base of "know-how" through topical knowledge briefs, guidance notes, case studies, toolkits, and including disability in "lessons learned" documentation.
- Offer professional development opportunities including workshops, trainings, online courses to guide staff in ensuring that DRM-related projects incorporate disability from the earliest phases onwards.
- Enhance the World Bank's and GFDRR's public-facing information (including websites, policy statements, and publications) to more comprehensively discuss disability inclusion to assist client countries, partners and other stakeholders (including the disability community).

² The Disability Action Plan was developed on the basis of (i) a comprehensive review of the state of practice in disability-inclusive DRM, and good practices in inclusive DRM service delivery, and (ii) consultations with internal and external experts on DRM and disability inclusion, detailed in the report annexes.

Pillar 2: Programming, Analytics and Advisory Services

- a. Ensure that there is a corps of staff available for internal ‘just in time’ consultations and technical support.
- b. Develop a roster of organizations and technical consultants to support operations and collaborate on the disability inclusion agenda.
- c. Create a “disability” marker or tag to identify disability inclusive projects. Designating projects as being “disability informed,” and/or including “disability actions,” would greatly assist in identifying the degree to which disability inclusion is manifesting across the GFDRR portfolio.
- d. Contribute to the evidence base on the needs of persons with disabilities in disaster situations through: (i) collecting data on disability in community vulnerability mapping, pre- and post-disaster needs assessments; (ii) undertaking accessibility audits in communities, in partnership with DPOs, to determine inclusivity of operations, and (iii) including disability-specific indicators in results frameworks and disaggregating other indicators by disability where possible to benchmark degree of disability inclusion. A list of illustrative indicators is available in Annex 1. The Washington Group Short Set on Disability (Annex 2) is recommended for disaggregation and comparability in data collection instruments.
- e. Ensure the application of relevant accessibility standards and guidelines when financing new construction, rehabilitation, and/or reconstruction as well as telecommunications infrastructure and services. Incorporate accessibility requirements into procurement processes, including technologies. Several countries may

have their own architectural or technology accessibility standards; internationally used standards are available for use elsewhere.

- f. Facilitate legislative and policy reforms through policy financing instruments that support governments to ensure barrier-free access to crucial financial protection, social services, social safety nets, and disaster management resources for persons across the spectrum of disabilities and their families.
- g. Ensure access to assistive devices and rehabilitation services pre-disaster, during response and recovery, and as part of “build back better” activities. Include disability considerations and accessibility in the “Safer Schools” initiative to ensure that schools and classrooms are built to be safer and inclusive of all students.

Expected Results

1. Disability-inclusion becomes a natural and integral part of GFDRR’s policies, investments, analytics, and advisory services.
2. 100% of new construction and “build back better” efforts will follow accessibility standards and guidelines.
3. At least 30% of GFDRR grants will include specific actions to address the needs of persons with disabilities.
4. Generation of new knowledge and evidence of the DRM related needs of persons with disabilities, as well as the impact of different policies and practices on mitigating risks, building resilience, and bridging operational gaps.
5. GFDRR staff are sensitized and trained to identify, analyze and incorporate disability elements into GFDRR’s portfolio.

Annex 1: Sample indicators for evaluating outcomes for persons with disabilities in DRM operations

Participation Indicators

- Number and frequency of women and men with disabilities consulted during project/activity design and implementation.
- Number of stakeholders trained in implementing disability-inclusive DRM practices (specify as per project).
- Percentage of trained stakeholders self-reporting increased knowledge of making DRM policies/programs/practices inclusive of persons with disabilities.
- Number and percentage of women and men with disabilities receiving DRM training.
- Number and percentage of women and men with disabilities participating in resilience and preparedness activities.
- Number and percentage of women and men with disabilities [or disability inclusion technical experts] that sit on national/local/community DRM coordination committees.
- Number of women and men with disabilities in positions of management or leadership in DRM coordination committees.
- Percentage of direct beneficiaries that rate their DRM awareness/preparedness as having improved during the period covered by the program or project, disaggregated by disabilities.
- Meeting venue and materials are accessible to persons with disabilities [by disability type]. Yes/No

Infrastructure/Policy Indicators

- Number of legal/policy instruments proposed, drafted, or adopted to promote disability-inclusive DRM at the national or subnational level as a result of project or program activities.
- Proportion of population that has convenient access to public transport, disaggregated by disability (SDG indicator 11.2.1)
- Average share of the built-up area of cities that is open space for public use for all, disaggregated by disability (SDG indicator 11.7.1)
- Proportion of persons victim of physical or sexual harassment, by disability status, in the previous 12 months (SDG indicator 11.7.2)
- Percentage of population using safely managed sanitation services, disaggregated for persons with and without disabilities.
- Percentage of schools (primary and lower and upper secondary) with adapted infrastructure and materials for students with disabilities.
- Percentage of public buildings meeting relevant (for example, ISO 21542:2011)/ standards on accessibility and usability of the built environment.
- Percentage of shelters/temporary housing meeting relevant standards on accessibility and usability of the built environment.
- Percentage of population using an adequate sanitation facility, disaggregated for persons with and without disabilities.
- Percentage of shelter facilities with accessible WASH facilities.
- Persons with disabilities can access and use early warning systems/technology outputs.

Access to Services Indicators

- Women and men with disabilities can access support services (such as home modifications, assistive devices, credit, financial protection schemes).

Annex 2: Washington Group questions for Disability Disaggregation

The battery of questions proposed below were developed by the Washington City Group on Disability Statistics and are recommended for disaggregating data from censuses, population surveys, and sample-based national surveys or as supplements to specialty surveys.

Introductory phrase:

The next questions ask about difficulties you may have doing certain activities because of a HEALTH PROBLEM.

- 1. Do you have difficulty seeing, even if wearing glasses?**
a. No - no difficulty b. Yes – some difficulty c. Yes – a lot of difficulty d. Cannot do at all
- 2. Do you have difficulty hearing, even if using a hearing aid?**
a. No - no difficulty b. Yes – some difficulty c. Yes – a lot of difficulty d. Cannot do at all
- 3. Do you have difficulty walking or climbing steps?**
a. No - no difficulty b. Yes – some difficulty c. Yes – a lot of difficulty d. Cannot do at all
- 4. Do you have difficulty remembering or concentrating?**
a. No - no difficulty b. Yes – some difficulty c. Yes – a lot of difficulty d. Cannot do at all
- 5. Do you have difficulty with self-care (such as washing all over or dressing)?**
a. No - no difficulty b. Yes – some difficulty c. Yes – a lot of difficulty d. Cannot do at all
- 6. Using your usual (customary) language, do you have difficulty communicating, for example understanding or being understood?**
a. No - no difficulty b. Yes – some difficulty c. Yes – a lot of difficulty d. Cannot do at all

Additional Resources

- Rationale for the Short Set: http://www.cdc.gov/nchs/washington_group/wg_rationale.htm
- Analysis Plan: http://www.cdc.gov/nchs/data/washington_group/meeting6/appendix6_analytic_plan.pdf
- Translation protocol: http://www.cdc.gov/nchs/data/washington_group/meeting6/appendix2_translation.pdf
- Background presentation on disability statistics and interpretation by the Washington Group: <http://www.un.org/disabilities/documents/events/washington-group-disability.pdf>