



NATIONAL DISASTER MANAGEMENT GUIDELINES ON DISABILITY INCLUSIVE DISASTER RISK REDUCTION

September 2019



**NATIONAL DISASTER MANAGEMENT AUTHORITY
MINISTRY OF HOME AFFAIRS
GOVERNMENT OF INDIA**

National Disaster
Management Guidelines
on Disability Inclusive
Disaster Risk Reduction

National Disaster Management Guidelines on Disability Inclusive Disaster Risk Reduction

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Ministry of Home Affairs
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September, 2019

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Government of India

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सत्यमेव जयते

प्रधान मंत्री
Prime Minister

MESSAGE

I am happy to know that the National Disaster Management Authority (NDMA) is preparing National Guidelines for Disability-inclusive Disaster Risk Reduction. It is a proud moment to learn that India will be among the first nations to come out with exclusive guidelines for the Divyangjan.

Persons with disabilities are particularly prone to the rigours of disasters. It is our social responsibility to acknowledge and comprehend their needs to update our preparedness, integrate their requirements into policy-making and make response mechanisms adequate and inclusive. These guidelines will serve as an important milestone in safeguarding the Divyangjan from the vagaries of natural disasters.

The National Guidelines will go a long way in preparing the ground for effective interventions that will help in fulfilling the needs of the Divyangjan, particularly during disasters.

Best wishes to the NDMA for preparing the National Guidelines for Disability-inclusive Disaster Risk Reduction.

(Narendra Modi)

New Delhi

श्रावण 29, शक संवत् 1941

20th August, 2019

अमित शाह
AMIT SHAH



गृह मंत्री
भारत
HOME MINISTER
INDIA

संदेश

मुझे यह जानकर प्रसन्नता हो रही है कि राष्ट्रीय आपदा प्रबंधन प्राधिकरण (एन.डी.एम.ए.) ने विकलांगता-समावेशी आपदा जोखिम न्यूनीकरण हेतु राष्ट्रीय दिशानिर्देशों को तैयार किया है।

दिव्यांगजन किसी भी आपदा से होने वाले प्रतिकूल प्रभावों से सबसे अधिक प्रभावित होते हैं। वास्तव में यदि हम अपने राष्ट्र को आपदाओं का सामना करने योग्य बनाना चाहते हैं तो दिव्यांगजनों की समस्याओं का समाधान करना अति-आवश्यक है। यह दिशानिर्देश इस दिशा में उठाया गया एक सशक्त कदम है।

संयुक्त राष्ट्र दिव्यांग सम्मेलन के अनुरूप, ये दिशानिर्देश दिव्यांग अधिकार की अधिनियम, 2016 की शर्तों को भी पूरा करते हैं।

मुझे विश्वास है कि ये दिशानिर्देश समुदायों सहित सभी हितधारकों द्वारा आपदा का सामना करने की दिव्यांगजनों की क्षमता को और मजबूत करने की दिशा में किए जा रहे प्रयासों को, सफल बनाने में सक्षम सिद्ध होंगे।

मैं, एन.डी.एम.ए. को इन दिशानिर्देशों को तैयार करने के लिए बधाई देता हूँ।

शुभकामनाओं सहित !

(अमित शाह)



सामाजिक न्याय और अधिकारिता मंत्री
भारत सरकार
MINISTER OF
SOCIAL JUSTICE AND EMPOWERMENT
GOVERNMENT OF INDIA

डॉ. थावरचन्द गेहलोत
DR. THAAWARCHAND GEHLOT

MESSAGE

I am glad to see that National Disaster Management Authority has come out with comprehensive guidelines on disability-inclusive Disaster Risk Reduction.

Real development is inclusiveness and can be achieved only if we adopt the idea of society as a whole; approach with an emphasis on those who are the most vulnerable. Inclusive Disaster Risk Reduction is an integral part of this development and is gaining even more currency in a world that is facing an increasing risk of more frequent and intense disasters.

Persons with Disabilities face greater risk in the event of a disaster. Disability-Inclusive DRR needs to go beyond just saving lives. It has to look at empowering persons with disabilities by enhancing their preparedness, reducing their risk, involving them in planning and strengthening their coping capacities and response mechanisms.

It is heartening to note that all relevant concerns have been aptly addressed by these guidelines. I urge all stakeholders to implement these guidelines both in letter and spirit to build a truly resilient nation.

I appreciate NDMA for bringing out these guidelines.

27. 8. 19

(Dr. Thaawarchand Gehlot)



राष्ट्रीय आपदा प्रबंधन प्राधिकरण
National Disaster Management Authority
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FOREWORD

India is exposed to multiple disasters which jeopardise the quality of life of the people. Disasters have created enormous challenges for vulnerable population such as persons with disabilities who are at a higher risk. In India, needs of people with disabilities are being addressed through policies and standards to remove barriers in many sectors of life. In this context there is a felt need to address the wide-ranging and varied impact of disasters on persons with disabilities and provide practical solutions to address the barriers that confront them during disaster situations.

This DiDRR Guideline translates into practice the Government's Commitment to strengthen disability-inclusive disaster risk reduction by providing technical support for successful implementation and ensuring that disability-inclusive DRR mandated and implemented from Central to community levels. Effective Institutions, structures and systems can be the key to disability inclusion by providing effective participation of persons with disabilities and their priorities.

The Guidelines are in line with the paradigm shift to Disaster Risk Reduction and adoption of appropriate inclusive approaches and strategies to "Build Back Better". The Sendai Framework for Disaster Risk Reduction adopted by India in 2015, also emphasises the importance of inclusion and accessibility, and recognizes the need for involvement of persons with disabilities and their organizations in DRR policies and implementation.

We are happy to see that the Guidelines provide strategies that recognize the need for convergence and collaboration between the national and state governments on different levels of issues of disasters and disability. This will enable the adoption of appropriate measures before, during and after disasters and emergencies.

Disaster organizations who need a better understanding of the challenges faced by persons with disabilities will find the Guideline useful as it provides contextual understanding which can improve standards for inclusion. New communication technologies are being increasingly used in DRR and these have the potential to assist persons with disabilities during disasters.

The Guidelines provide examples of good practice that could be adapted, replicated or scaled-up successfully in India. It makes persons with disabilities a part of the solution in disability inclusion in DRR which makes a distinct difference to their survival and equality of life and foster an inclusive India.



Kamal Kishore
Member, NDMA



Dr. D. N. Sharma
Member, NDMA



Lt. Gen. N C Marwah (Retd)
Member, NDMA



G V V Sarma, IAS
Member Secretary, NDMA

Acknowledgements

Persons with disabilities are among the groups most vulnerable to disasters. They form a significant portion of the population and it is important to address their needs and perspectives for inclusive Disaster Risk Reduction in the country. These guidelines effectively address all relevant issues towards achieving disability-inclusive DRR.

We gratefully acknowledge the contributions of all the members of the Expert Committee, who have contributed towards preparing these guidelines.

Shri G. V. V. Sarma, Member Secretary, NDMA; Lt. Gen. N. C. Marwah (Retd.), Dr. D. N. Sharma and Shri Kamal Kishore, Members, NDMA, and Dr. Pradeep Kumar, the then Secretary in-charge, NDMA, provided guidance and gave valuable suggestions in formulating these guidelines.

Dr. V. Thiruppugazh, Joint Secretary (Policy and Plan), NDMA, conceptualised these guidelines and spearheaded the efforts that led to its finalisation. From drawing the scope of these guidelines to patiently reading the various drafts, and offering constructive criticism, guidance and suggestions, he saw the project through.

The preparation of these guidelines was anchored by Dr. Asha Hans, Shanta Memorial Rehabilitation Centre, Odisha, who brought to the table her several years of national and international experience of working with the differently-abled. We thank her for working assiduously to incorporate a wide range of inputs from various stakeholders. Her work on these guidelines was supported by the UNRC Office, New Delhi, and we are grateful for the help that they extended. Shri Nawal Prakash and Dr. S. K. Jena (Senior Research Officers), Shri Ajay Katuri (Sr. Consultant, Vulnerability Analysis and Disaster Risk Assessment) and Shri Pankaj Kumar (Under Secretary) provided technical and administrative support. Prof. Sushil K. Oswal also provided valuable suggestions and supported Prof. Asha Hans in preparing the Guidelines.

Staff members of the Policy and Plan Division at NDMA were instrumental in facilitating the preparation of the guidelines.

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Executive Summary

Persons with disabilities experience the impact of disasters and climate change disproportionately and are negatively affected due to additional exposure to risk than the general population. They have two to four times the mortality rate of the general population in acute-onset disasters, with that of women with disabilities being even higher. Disabled citizens may rarely have personal means of evacuation or escape due to limited resources and lack of transportation. Their vulnerabilities are linked to a lack of understanding about disabled citizens' needs in times of disasters, under-preparedness of disaster management personnel to serve their needs, and their general socio-economic conditions. Their capacity to cope is further compromised by the discriminatory social attitudes toward the disabled group. A survey on disaster and disability highlighting the issues of exclusion by United Nations International Strategy for Disaster Reduction (UNISDR) revealed that 72.9% persons with disabilities have no personal preparedness plans.

Besides psychological impact and sexual abuse, this population does not have adequate access to food, water, shelter, and health services. There has been inadequate access to their specific needs including assistive devices, rehabilitation and interpreters. Disabled populations face discrimination and exclusion and therefore are confronted with considerable challenges in accessing the same opportunities as the rest of the population in disaster situations.

Thus, it is important that the Indian disaster management system includes the needs of persons with disabilities faced in disaster risk management. This guideline describes the challenges that they are confronted with and the gaps in response and the need for disability inclusive Statistical Data, Policies, Planning and the Organizational System. Adoption of Universal Designs and attitudinal change is important within the disaster cycle. It is also critical to fill in the gaps in capacity building and access to decision making.

Approximately one billion of the world's populations live with some form of disability as per WHO and World Bank estimation. In India, of the 2.68 crores (constituting 2.1% of the total population) persons with disability, men with disabilities constitute 56% and women with disabilities make up the rest 44%.¹ There is a pressing need for transforming the existing Disaster Risk Reduction policies into Disability inclusive Disaster Risk Reduction (DiDRR) strategies.

The United Nations Convention on the Rights of Persons with Disabilities (UNCRPD) recognizing the adverse impact of disasters on persons with disabilities has provided Art 11 to safeguard them when confronted with disaster situations. The UNCRPD stipulates that persons with disabilities could be integrated into mainstream society through a set of policies which help in reducing attitudinal and environmental barriers. Article 11 of the Convention specifically provides response to situations of risk and humanitarian emergency and affirms that States

Parties shall take, in accordance with their obligations under international law, including international humanitarian law and international human rights law, necessary measures to ensure the protection and safety of persons with disabilities in situations of risk, including situations of armed conflict, humanitarian emergencies and the occurrence of natural disasters. The important concepts incorporated in the UNCRPD that strengthen the rights of persons with disabilities during disaster are legal capacity, equal recognition, reasonable accommodation, accessibility and adequate standard of living and social protection.

The Rights of Persons with Disabilities Act (RPWDA) 2016 of India and the UNCRPD form the overarching legal framework which identify and protect disability rights in India. The RPWD Act mandates the participation of persons with disabilities in the Disaster Risk Management (DRM) process. In the Act DRM is articulated in Article 8 which stipulates that persons with disabilities shall have equal protection and safety in situations of risk, armed conflict, humanitarian emergencies and natural disasters. The Act refers to the Disaster Management Act 2005 clause (e) Section 2, for the safety and prevention of persons with disabilities. The District Disaster Management Authorities (DDMA) under Section 25 are specifically mentioned to maintain the record of details of persons with disabilities in the District and inform such persons of any such situations of risk so as to enhance disaster preparedness. The authorities are to consult the State Commissioners in accordance with the accessibility requirements of persons with disabilities. The Rights of Persons with Disabilities Rules 2017 elaborate an implementable strategy specifically in accessibility of infrastructure, transport, information and communication technology which are important aspects in the context of Disaster Risk Reduction (DRR).

Other legal international frameworks such as the Incheon Strategy and Sendai Framework influence, inform and encourage the progress of non-discriminatory and inclusive risk reduction, development and climate change adaptation initiatives and policies.

The Government of India approach to disaster management is that development cannot be sustainable unless disaster mitigation is built into the development process. Built on this approach, the National Disaster Framework covering institutional mechanisms at the National, State and District exist where in the disability related structures are also available which could be used to implement inclusive policies.

Overall the purpose of the guidelines is to provide practical directions to support implementation mechanisms of Disability Inclusive Disaster Risk Reduction (DiDRR) based on established and nationally accepted norms and practices so that all stakeholders will implement and carry forward the process. Thus this guideline will contribute to the knowledge base by providing disability inclusion actions in disaster mitigation, preparedness, response and recovery efforts to be implemented by the stakeholders. The foundation of the actions as given in this guideline abide by the provisions and principles of the global and Indian laws on disability and the

international framework on disability inclusive disaster risk reduction. The actions are meant to be taken at all levels of government, civil society and community to mitigate the impact of disasters on persons with disability as well as empower them to be an active participant in the disaster management process.

The document also gives some case studies of State initiatives on disability inclusive disaster management systems. A list of important bibliography and Uniform Resource Locators (URLs) on laws, accessibility, alternative language formats and stakeholders has been provided for further assistance to users of this guidelines. Disability as defined by the RPWDA will enable in understanding the diversity within disability.

Abbreviations

ADIP	Assistance to Disabled Persons for purchase/fitment of aids and appliances
AG&PS	Awareness Generation and Publicity Scheme
AICTE	All India Council for Technical Education
ALIMCO	Artificial Limb Manufacturing Corporation of India
ATIs	Administrative Training Institutes
AYJNIIHH	Ali Yavar Jung National Institute for the Hearing Handicapped
BPL	Below Poverty Line
CAC	Care Associate Cells
CBDRR	Community Based Disaster Risk Reduction
CBOs	Community Based Organisations
CEDAW	Committee on the Elimination of Discrimination against Women
CII	Confederation of Indian Industry
COP	Conference of Parties
CoR	Commissioner of Relief
CPWD	Central Public Works Department
CRC	Composite Regional Centres
CRPD	Convention on the Rights of Persons with Disabilities
CSMMC	Community Shelter Management and Maintenance Committees
CSR	Corporate social responsibility
DAISY	Digital Accessible Information System
DAVP	Directorate of Advertising and Visual Publicity
DDC	District Disability Centres
DDMA	District Disaster Management Authority
DDMP	District Disaster Management Plan
DEPwD	Department of Empowerment of Persons with Disabilities (Divyangjan)
DDRC	District Disability Rehabilitation Centres
DiDRR	Disability-Inclusive Disaster Risk Reduction
DM	Disaster Management
DPOs	Disabled People's Organizations
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
ESCAP	Economic and Social Commission for Asia and the Pacific
EWS	Early Warning System
FICCI	Federation of Indian Chambers of Commerce and Industry
GPS	Global Positioning System
IEC	Information, Education and Communication
ICT	Information and Communication Technology
I&B	Information and Broadcasting
IDRN	India Disaster Resource Network
IRDAI	Insurance Regulatory and Development Authority of India
IMD	India Metrological Department
INGO	International Non-Governmental Organization
IPCC	Intergovernmental Panel on Climate Change

ISLRTC	Indian Sign Language Research and Training Centre
ITIs	Industrial Training Institutes
KSDMA	Kerala State Disaster Management Authority
LGBT	Lesbian Gay Bisexual Transgender
LIG	Low Income Group
MHA	Ministry of Home Affairs
MoEF& CC	Ministry of Environment, Forest and Climate Change
MoES	Ministry of Earth Sciences
MoHRD	Ministry of Human Resource Development
MoH&UA	Ministry of Housing and Urban Affairs
MI&B	Ministry of Information & Broadcasting
MoRD	Ministry of Rural Development
MoSJE	Ministry of Social Justice and Empowerment
MoSPI	Ministry of Statistics and Programme Implementation
NAP	National Action Plan
NDMA	National Disaster Management Authority
NDMP	National Disaster Management Plan
NDRF	National Disaster Response Force
NEC	National Executive Committee
NHFDC	National Handicapped Finance and Development Corporation
NGO	Non-Government Organization
NIDM	National Institute for Disaster Management
NIEPMD	National Institute for the Empowerment of Persons with Multiple Disabilities
NIMHANS	National Institute of Mental Health and Neuro-Sciences
NILD	National Institute for Locomotors Disabilities
NIVH	National Institute for the Visually Handicapped
NLM	National Livelihood Missions (Rural and Urban)
NLSA	National Legal Services Authority
NPDRR	National Platform for Disaster Risk Reduction
NSSO	National Sample Survey Organization
OSDMA	Odisha State Disaster Mitigation Authority
PRIs	Panchayati Raj Institutions
PSSMHS	Psycho-social Support and Mental Health Services
PSU	Public Sector Undertakings
PWDs	Persons with Disabilities
PWD	Public Works Department
R&R	Relief and Rehabilitation
RCI	Rehabilitation Council of India
RPWDA	Rights of Persons with Disabilities Act
RWAs	Residents Welfare Associations
SDG	Sustainable Development Goals
SDMA	State Disaster Management Authority
SDRF	State Disaster Response Forces
SFDRR	Sendai Framework for Disaster Risk Reduction
SHG	Self Help Group
SIPDA	Scheme for Implementation of Rights of Persons with Disabilities Act

SIDM	State Institutions for Disaster Management
SLSA	State Legal Services Authority
SMS	Short Message Service
SOP	Standard Operating Procedure
SPWD	State Public Works Department
SRE	Search, Rescue, and Evacuation
SSWD	State Social Welfare Departments
SVNIRTAR	Swami Vivekananda National Institute for Rehabilitation, Training and Research
TOT	Training of Trainers
ULBs	Urban Local Bodies
UNCRPD	United Nations Convention on the Rights of Persons with Disabilities
UNDP	United Nations Development Program
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UNFCCC	United Nations Framework Convention for Climate Change
UNISDR	United Nations International Strategy for Disaster Reduction
URLs	Uniform Resource Locator
VCA	Vulnerability and Capacity Assessment
VOs	Voluntary Organisations
WASH	Water, Sanitation and Hygiene
WHO	World Health Organization

Chapter I: Introduction

1.1 Background

India has seen a tremendous increase in the severity and frequency of disasters in the recent years, as a result of which, human and material costs have been on a steady rise². Research is simultaneously exposing links between climate change, extreme events and disasters across the world³. One group at heightened risk is persons with disabilities⁴. They experience the impact of disasters and climate change disproportionately and are negatively affected due to additional exposure to risk than the general population. Disabled citizens, who often fall below the poverty line, suffer from additional health conditions and lack family support. For example, people with disabilities have two to four times the mortality rate of the general population in acute-onset disasters⁵. Disabled citizens rarely have personal means of evacuation or escape due to limited resources and lack of transportation. Additionally, a significant percentage of affected disabled citizens are women, children or elderly who might be left behind due to the family's limited resources. Many persons with disabilities are aware of their abilities and their needs in times of disasters, but planners seldom consult them or even if they do so, their views are rarely included in disaster risk management work.

To address disaster and climate related risks, inclusive strategies have to be promoted as a key solution. Persons with disability should play an active role in contributing to building resilience as their lived experiences of disaster reduction can make meaningful contributions to the Disaster Risk Reduction and Management process. In the National Disaster Management Plan, the DRR framework is comprehensive, covering disaster risk reduction, disaster risk management, disaster preparedness disaster response and post disaster recovery⁶. It is assumed that mainstreaming climate and DRR into development could reverse the rising trend of disaster losses⁷. DRR is thus of critical concern to persons with disabilities as the impact of natural disasters from global warming from 1.5⁰ to 2.0⁰ will intensify major fluctuations in weather systems, with poverty and disadvantages expecting to increase⁸. It can be assumed that it will affect the population with disability.

There is thus a pressing need for transforming the existing risk reduction policies into DiDRR strategies. We have further challenges about how to convert these transformed strategies into practical implementation, train disabled individuals to become active participants in such implementation steps and offer additional training to disaster management personnel.

During the last decade disasters and increasing climate change have had a significant impact on persons with disabilities in India. Their vulnerabilities are linked to a lack of understanding about disabled persons needs in times of disasters, under-preparedness of disaster management personnel to serve their needs, and their general socio-economic conditions. Their capacity to cope is further compromised by the deteriorating social attitudes toward the disabled group.

UNCRPD recognizing the adverse impact of disasters on persons with disabilities has provided Art 11 to safeguard them when faced with disaster situations.

1.2 Conceptual Framework

With each disaster, lessons are learnt and opportunities for improvement are developed but most reports on the inclusion of people with disabilities by United Nations, World Bank and NGOs indicate that there is a gross lack of knowledge of disability needs⁹. There also appears to be a lack of understanding of how this situation can be corrected or changed. These reports and documents however provide a base of information that allows the preparation of a comprehensive guideline.

The principles of disability inclusion are based on the norms to:

- Strengthen the implementation process on providing appropriate support to persons with disabilities when responding to disasters
- Empower persons with disabilities and their representative organizations to contribute to all aspects of DiDRR so that they are viewed not as passive actors but as decision makers.

The normative framework on disability and disasters provides a comprehensive guidance for inclusion in all stages of DRR such as mitigation, preparedness, response, and recovery efforts and while doing so it takes into account the plurality and the diversity amongst the persons with disability which encompasses children, women, elderly, scheduled caste, scheduled tribes, Lesbian Gay Bisexual Transgender (LGBT) with disabilities.

1.3 Introduction to the Guideline: Purpose and Scope

Natural hazards pose threats to the well-being of all people. However it affects some people disproportionately such as those with disabilities. The purpose of the guideline is to provide practical directions to support implementation mechanisms of DiDRR and Climate Change basing on established and nationally accepted norms and practices so that all stakeholders will implement and carry forward the process.

Thus this guideline will

- i. Contribute to the knowledge base by providing disability inclusion actions in disaster mitigation, preparedness, response, and recovery efforts.
- ii. Highlight the strength of persons with disabilities and their representative organizations to facilitate action.

It is a short but focused guideline divided into six sections. This section explains the purpose of the guideline, section two describes the intersection between disaster and disability, the legal framework and the existing institutional structures. Section three elaborates the risks faced by persons with disabilities and the approach to be developed for meeting the challenges. Section four provides the action to be taken by specific stakeholders for disability inclusion. Section five gives examples of disability inclusive practices and the last section concludes with a suggestive

timeline followed by important bibliography and URLs on laws, accessibility, alternative language formats and stakeholders for further assistance to users of these guidelines.

The guidance proposed through this document, will inform and assist implementation, aid the stakeholders in reducing vulnerabilities and increasing resilience of persons with disabilities in the DRR.

This guidelines intended primarily for Government officials/ administration working in the field of DRR at national, state and local level, International NGOs (INGOs), Persons with Disabilities, Disabled People's Organizations (DPOs). Other stakeholders include Non-Government Organizations (NGOs) working in disability/ disasters, disability activists, care givers, schools, health actors, elected representatives working in DRR, Media, etc.

1.4 Methodology

The Guideline is drawn from a detailed review of existing available resources and guidelines and governance mechanisms practiced in disaster risk reduction. It consists of diverse government, UN and academic sources as well as information from Disability International Non-Government Organizations (INGOs) and DPOs. The methodology took into account the activities and sectoral priorities of various stakeholders, available capacities at national, state and local levels. An important contribution was made by persons with disabilities and DPOs.

Chapter II: Disaster and Disability Framework- Present Context

2.1 Introduction

Vulnerability of persons with disabilities in disasters is created or reinforced as a result of unequal resource distribution, hierarchy in power relationships and diverse cultural attitudes. Individuals with disabilities are disproportionately affected by disaster because evacuation, response, and recovery efforts are often not geared to their needs. Surveys on disaster and disability highlighting the issues of exclusion show very high levels of non-participation due to lack of training and Information, Education and Communication (IEC) material. While United Nations International Strategy for Disaster Reduction (UNISDR) stated that 85.7% did not participate in community disaster management and risk reduction processes. 72.20% therefore had no personal preparedness plans¹⁰. Thus it is required that India's disaster risk reduction system understands the obstacles persons with disabilities face during disasters. It needs to institutionalize the inclusion mechanism (Details in section four) so the gap in the disaster reduction policy framework is filled.

2.2 Determining Numbers and Magnitude of Disability

An estimated approximately one billion of the world's populations live with some form of disability¹¹. Of the 26.8 million in India (2.2% of the total population) men with disabilities constitute 56% and women with disabilities make up the rest 44% as per the Census 2011. Though prevalence in terms of percentage depicts a low incidence, numerically it is a large population equivalent to the total population of Australia¹². Another data set is National Sample Survey Organization¹³ which was carried out in 2002 is dated.

The disability population faces discrimination and exclusion and therefore is confronted with considerable challenges in accessing the same opportunities as the rest of the population in disaster situations. Inclusion in the legal framework and its implementation however gives them an opportunity of overcoming the barriers in participation.

2.3 Understanding Disability & Disaster: The National and International Legal Framework

The RPWD Act 2016 of India and the United Nations Convention on the Rights of Persons with Disabilities form the overarching legal framework which identify and protect disability rights in India. Other legal international frameworks such as the Incheon Strategy and Sendai Framework for Disaster Risk Reduction 2015-2030 influence, inform and encourage the progress of non-discriminatory and inclusive risk reduction, development and climate change adaptation initiatives and policies (Annexure II).

The **RPWD Act 2016** was developed to give effect to the United Nations Convention on the Rights of Persons with Disabilities. It identified 21 disabilities and defines them as persons with long term physical, mental, intellectual or sensory impairment which, in interaction with barriers, hinders full and effective participation in society equally with others. The RPWD Act mandates the participation of persons with disabilities in the DRR process. In the Act DRR is articulated in Article 8 which stipulates that persons with disabilities shall have equal protection and safety in situations of risk, armed conflict, humanitarian emergencies and natural disasters. The Act refers to the Disaster Management Act 2005 clause (e) Section 2, for the safety and prevention of persons with disabilities. The District Disaster Management Authorities is specifically mentioned to maintain the record of details of persons with disabilities in the District and inform such persons any such situations of risk so as to enhance disaster preparedness. The authorities are also to consult the State Commissioners in accordance with the accessibility requirements of persons with disabilities. The Rights of Persons with Disabilities Rules 2017 elaborate an implementable strategy specifically in accessibility of infrastructure, transport, information and communication technology which are important aspects in the context of DRR.

The Indian disability framework for inclusion in DRR and Climate Change also includes:

The National Policy for Persons with Disabilities 2006 drafted before the formulation of the UNCRPD, this policy includes the employment status of persons with disability in the post disaster situations which is an important aspect in recovery and rehabilitation.

The Mental Health Care Act 2017 spells out disability as not being homogenous but views its diversity in many legal provisions. The Mental Health Care Act does not pay specific attention to disasters or climate change. It only provides that during a disaster or emergency declared by the appropriate government, the period of medical emergency (which is limited to seventy-two hours or till the person with mental illness has been assessed at a mental health establishment, whichever is earlier) may be extended up to seven days. This provision can be used in disasters and is strengthened by using the ‘National Disaster Management Guidelines on Psycho-social Support and Mental Health Services (PSSMHS) in Disasters’ which has been prepared to address the range of psychosocial and mental health problems arising in the aftermath of disasters¹⁴.

The other laws related to disability in the country do not mention disaster but provide the instruments to access rights. National Trust for Welfare of Persons with Autism, Cerebral Palsy, Mental Retardation and Multiple Disabilities Act, 1999 aims “to enable and empower persons with disability (persons covered by the National Trust) to live as independently and as fully as possible within and as close to the community to which they belong”. Rehabilitation Council of India (RCI) Act 1992/ 2000 Amendment regulates the training and programs in the field of rehabilitation of persons with disabilities; standardizes course; recognizes institutions /organizations running rehabilitation course. It also promotes research and most important keeps a register for registration of professionals in the field.

United Nations Convention on the Rights of Persons with Disabilities (UNCRPD):

UNCRPD marked a paradigm shift as the source of disability represented in a medical model based on charity and welfare was changed to a rights based social approach. The medicalization of disability had given the medical professionals the power over persons with disabilities. The social model introduced power sharing and collective solutions. Stigma attached to disabled people for centuries was discussed in the open. In recent years after the adoption of the UNCRPD in 2006, the framework has been broadened to a human rights model based on transformative change. India was one of the first country to ratify the UNCRPD on 1st October 2007 (came into force on 3rd May 2008). Presently the Convention has been ratified by 177 States (as on 01.07.2019).

This legally binding treaty does not view disability as a uniform experience but situates it within a framework of diversity of disabled people in different socio-cultural settings. In the UNCRPD, disability is an evolving concept capturing the interaction between persons with long term physical, mental, intellectual or sensory impairments hindering their full and effective participation. The UNCRPD stipulates that persons with disabilities could be integrated into mainstream society through a set of policies which help in reducing attitudinal and environmental barriers.

Article 11 of the Convention specifically provides response to situations of risk and humanitarian emergency and affirms that States Parties shall take, in accordance with their obligations under international law, including international humanitarian law and international human rights law, necessary measures to ensure the protection and safety of persons with disabilities in situations of risk, including situations of armed conflict, humanitarian emergencies and the occurrence of natural disasters. The important concepts incorporated in the UNCRPD that strengthen the rights of persons with disabilities during disaster are legal capacity, equal recognition, reasonable accommodation, accessibility and adequate standard of living and social protection. The Convention has been formulated with consultations of persons with disabilities. It includes general obligations of States to consult persons with disabilities including women, children and the elderly (Articles 4, 6, 7 and 9). During disasters what is important is also the right to accessibility (Article 9) and the need to collect disaggregated data (Article 31).

The **Incheon Strategy** is composed of 10 interrelated goals, 26 targets and 49 indicators for 2013-2022¹⁵. Goal 7 of the Strategy ensures disability-inclusive disaster risk reduction and management. The heart of the implementation of the Incheon Strategy is the national coordination mechanism on disability, with its all-important sub-national linkages.

The most important document in implementing DiDRR is the **Sendai Framework on Disaster Risk Reduction (SFDRR) 2015-2030** which recognizes persons with disabilities and their organizations as pro-active stakeholders. The State has a primary role to reduce disaster risk in

coordination with other stakeholders including the private sector¹⁶. The Framework promotes the collection of data, its analyses and management of data. Priority 1 includes references to disability related concepts of accessible information and communication and Priority 4 seeks to enhance disaster preparedness for effective response and to “build back better” in recovery, rehabilitation, and reconstruction which must ensure inclusion of a disability perspective.

This inclusive framework is extended through a Global Platform for Disaster Risk Reduction and National Platforms for Disaster Risk Reduction. The first such platform has been established by India in 2013.

This National Platform is important as it references disability by:

- Calling on governments to engage persons with disabilities in the design and implementation of policies, plans and standards.
- Gaining a disability perspective in all policies and practice.
- Developing DRR approaches which are inclusive of persons with disabilities based on disaggregated data.
- Empowering persons with disabilities to publicly lead and promote accessible response, recovery and reconstruction approaches.
- Recognizing that persons with disabilities and their organizations are critical in the assessment of DRR, and in developing and implementing plans specific to their requirements, including the principles of universal design.

The **2030 Agenda for Sustainable Development Goals** adopted in 2015 promotes the most important “Leave no One Behind” principle which takes into account the heterogeneity of disability. Thus, people with disabilities have been expressly included in the SDGs and are being recognized as active contributing members of society. By utilizing the UNCRPD as a guiding framework in implementing the Sustainable Development Goal (SDGs), exclusion and inequality will not be created or perpetuated. According to the SDGs, disability should be included as a core cross-cutting theme in DRR policies and strategies should include the knowledge and suggestion of Persons with Disabilities. During the emergency, the temporary shelters, communication channels and health provisions should be accessible to Persons with Disabilities. The SDGs, with a focus on ‘leaving no one behind’ take into account the heterogeneity in disability. The Transforming Our World: The 2030 Agenda for Sustainable Development of the SDGs also recognizes and reaffirms the urgent need to reduce the risk of disasters.

The Dhaka Declaration on Disaster Risk Reduction 2015+ (2015 and 2018) has been recognized as important initiative as it builds on the Sendai Framework for DRR and SDGs and recommends collaboration between governments and DPOs to promote empowerment and protection and remove barriers to reduce impact of disasters on Persons with Disabilities.

The disability inclusive provisions of the disaster management legal frameworks are an important foundation, but some other national laws and international agreements can help lay the foundation of a strong DiDRR in India.

The Disaster Management (DM) Act 2005 lays down the institutional and coordination mechanism for effective Disaster Management at the national, state, district and local levels. Though the Act does not include disability concerns explicitly, it provides a comprehensive system which would help to enhance inclusion at each level. In the National Disaster Management Plan 2016 persons with disabilities have been included in most capacity building activities¹⁷.

Climate Change Conference of Parties (COPs): In 1992, the United Nations Framework Convention on Climate Change (UNFCCC) was formulated to limit global temperature increases and related climate change impacts. The recent Paris Agreement of 2015 stresses the obligations of countries building on the UNFCCC to address and mitigate climate change suggesting that the rights of Persons with Disabilities during emergencies have to be protected including their right to development in the post emergency phase¹⁸.

The Habitat III Conference in Quito Ecuador in October 2016 also takes note of issues of disability within the context of “safe and resilient cities”.

In the legal framework though women are included in practice they can be marginalized. **The Committee on the Elimination of Discrimination against Women (CEDAW)** specifically articulates the women perspective by highlighting the importance of women in leadership roles in disaster prevention and response as well as inclusion of rural women’s experience with “adaptation and response strategies” in the climate change context. General Recommendation No. 37 recommends that States adopt certain measures to ensure access to justice, including raising awareness of legal tools in case of compensation for loss during disaster situations. Recognizing that disasters and climate change may be driving factors for migration, women migrants should be included in the decision-making on where they relocate¹⁹.

2.4 Institutional Structure

Though responsibility on managing disasters is with both the national and state governments and national laws ensure the safety and security of persons with disabilities, it is the states and local governments who have to implement the laws and programmes.

The Government of India approach to disaster reduction is that development cannot be sustainable unless disaster mitigation is built into the development process. Built on this approach, the National Disaster Framework covering institutional mechanisms at the National,

State and District exist where in the disability related structures are also available which could be used to implement inclusive policies (Table below):

Disability		Disaster	
National		National	
Ministry of Social Justice and Empowerment (MOSJE)	It is responsible for welfare, social justice and empowerment of disadvantaged and marginalized sections of society, including scheduled castes, Other backward classes, the disabled, the elderly, and the victims of drug abuse	Ministry of Home Affairs (MHA)	Overall Coordination
Department of Empowerment of Persons with Disabilities (Divyangjan) DEPwD	Facilitates empowerment of the persons with disabilities (Situating in the Ministry of Social Justice & Empowerment)	National Disaster Management Authority (NDMA)	Lays down policies plans and guidelines for disaster management and coordinates their implementation
Rehabilitation Council of India ICJ	Regulate and monitor services given to persons with disability, to standardize syllabi and to maintain a Central Rehabilitation Register of all qualified professionals and personnel working in the field of rehabilitation and special education.	National Action Plan on Climate Change	Identifies measures that promote development objectives of the country while yielding co-benefits for addressing climate change
National Trust for the Persons with Autism, Cerebral Palsy, Mental Retardation and Multiple Disabilities	Create an enabling environment, i.e. providing opportunities for persons with disabilities through comprehensive support systems.	National Executive Committee (NEC)	Assists NDMA in discharge of its functions, coordinates with Secretaries of Health, Rural Development, Drinking Water and Sanitation, Forests and Climate Change, Science and

Disability		Disaster	
			Technology, coordinates with Civil Defence, volunteers home guards fire services
Chief Commissioner for Disability	Mandated to take steps to safeguard the rights of persons with <i>disabilities</i> in coordination with State Commissioners with disabilities to protect rights of persons with disabilities.	National Institute of Disaster Management (NIDM)	Includes Secretaries of Various Departments. Human Resource Development (MHRD) and Disaster Management
Ali Yavar Jung National Institute for the Hearing Handicapped (AYJNIHH)	To deal with the various aspects of rehabilitation of the Hearing Impaired, various undergraduate, post graduate and doctoral level programs are offered. Carries out research, Material Development etc	National Disaster Response Force (NDRF)	Rapid deployment force which provides assistance to State Governments in event of an imminent hazard for search and rescue
National Institute for the Empowerment of Persons with Multiple Disabilities (NIEPMD)	Provides services to persons with multiple disabilities	India Disaster Resource Network (IDRN)	Integrated Data Resource Network is a database in the electronic form maintained by the NIDM, Ministry of Home Affairs. The data enlists inventory of equipment and human resources relevant to disaster management/ risk reduction
National Institute for the Empowerment of Persons with Intellectual	Is dedicated to provide quality services to persons with intellectual disabilities		

Disability	
Disability	
Swami Vivekananda National Institute for Rehabilitation, Training and Research, Olatpur (SVNIRTAR)	Provides total medical rehabilitation for the Persons with Teaching, Research in Physical Disability Locomotor (Physical) Disabilities
National Institute for Locomotor Disabilities (NILD)	Apex Institute for the development and rehabilitation services countrywide with emphasis on human resource development in disability specific sector like persons with locomotor disabilities. It promotes rehabilitation management, education and training. This, in turn would develop manpower, required for preventive, facilitative and rehabilitative services for persons with locomotor disabilities.
National institute of Mental Health and Neuro Science (NIMHANS)	Enhance equitable accessibility of primary care in mental health and neurological disorders to all sections of society and ages including the vulnerable population

Disaster	
State & District	
State Disaster Management Authority (SDMA)	Established in States and Union Territories under the DM Act. Lays down policies and plans for disaster management in the State, reviews the development plans of different departments and ensures prevention and mitigation measures are integrated into the Plans.

Disability		Disaster	
National Institute of Visually Handicapped (NIVH)	Institute for Visual Disability Teaching, Training, Research	State Disaster Response Forces (SDRF)	Rapid deployment Forces at State level
Pt. Deendayal Upadhyaya Institute for Physically Handicapped	Human Resource Development Integrated Services etc.	State Executive Committee	Responsibility for implementing the National Plan and State Plan and act as the coordinating and monitoring body for management of disaster in the State
National Handicapped Finance and Development Corporation (NHFDC)	Apex institution for extending financial support for education, employment and entrepreneurship through State Channelizing agencies (SCAs)		
Artificial Limbs manufacturing Corporation of India (ALIMCO)	Manufactures various types of most cost effective ISI marked assistive devices on mass scale		
Regional, State & District		District Disaster Management Authority (DDMA)	Established by the State in each Districts under the DM Act. Prepares District Disaster Management Plan and acts as planning, coordinating and implementing body for disaster management.
Composite Regional Centres (CRCs) and District Disability Rehabilitation Centres (DDRCs)	CRCs provide both preventive and promotional aspects of rehabilitation and DDRCs provide comprehensive services to the persons with disabilities at the grass root level and for facilitating creation of the infrastructure and		

Disability		Disaster	
	capacity building at the district level for awareness generation, rehabilitation and training of rehabilitation professionals		
Commissioner for Disability (State)	Mandated to take steps to safeguard the rights of persons with disabilities to protect rights of persons with disabilities.		

Ministries and Departments at National and State Level: Convergence for DiDRR

Ministry of Social Justice & Empowerment: The Nodal Ministry

Others:

Ministry of Finance

Ministry of Consumer Affairs, Food and Public Distribution

Ministry of Corporate Affairs

Ministry of Electronics and Information Technology

Ministry of Environment, Forest and Climate Change

Ministry of Food and Public Distribution

Ministry of Health and Family Welfare

Ministry of Home Affairs

Ministry of Housing and Urban Affairs

Ministry of Human Resource Development

Ministry of Information and Broadcasting

Ministry of Labour & Employment

Ministry of Law and Justice

Ministry of Panchayati Raj

Ministry of Rural Development

Ministry of Science and Technology

Ministry of Skill Development & Entrepreneurship

Ministry of Urban Development

Ministry of Women and Child Development

Campaigns and Special Schemes

Scheme for Implementation of Rights of Persons with Disabilities Act 2016 (SIPDA) covers all the major schemes of the Department of Empowerment of Persons with Disabilities (Divyangjan):

Campaigns and schemes of the disability sector are a strategic platform for disaster inclusion. For example, the Accessible India Campaign, 2015 (Sugamya Bharat Abhiyan) is a nation-wide campaign launched by the Department of Empowerment of Persons with Disabilities (DEPwD) for achieving universal accessibility for persons with disabilities. Launched since 2015, as per the campaign every establishment shall comply with the standards relating to physical environment, transport and information & communication technology for a barrier free and accessible environment for persons with disabilities. The campaign aims to provide barrier free environment for the persons with disabilities which include access to built environment in schools, colleges, academic and training institutions, offices and public buildings, recreational areas, health centres/hospitals etc. This would include provision for ramps, rails, lifts, adaptation of toilets for wheelchair users, brail signages and auditory signals, tactile flooring, curbs, cuts and slopes to be made in pavement for the easy access of wheelchair users, engraving on the surface of zebra crossing for the blind or for persons with low vision, engraving on the edges of railway platforms for the blind or for low vision and devising appropriate symbols of disability, etc.

Scheme for Awareness and Publicity is to sensitize employers, setup helplines and provide support to Community Radios. The Research and Development scheme provides for technology related products and issue. The in-service training of central and state government employees as well as local bodies and other service providers including family members and carers, medical and rehabilitation professionals is also in place. Training is carried out through administrative institutions and National Institutes. The District Disability Rehabilitation Centres in identified districts is responsible for early intervention, surveys through camps and counselling. Insurance schemes are responsibility of the Department and the National Trust is linked to this resource. The Composite Regional Centres (CRCs) run courses for rehabilitation services.

Assistance to Disabled Persons for Purchase/Fitting of Aids/Appliances (ADIP) disability wise: The main objective of the Scheme is to provide grants-in-aid to the various implementing agencies (National Institutes/ Composite Regional Centres /Artificial Limbs Manufacturing Corporation of India (ALIMCO)/District Disability Rehabilitation Centres/State Handicapped Development Corporations/other local bodies/ NGOs) so that they are in a position to assist needy disabled Persons in procuring durable, sophisticated and scientifically manufactured, modern, standard aids and appliances to promote physical, social and psychological rehabilitation of persons with disabilities through reducing the effects of disabilities and at the same time enhance their economic potential.

Gharaunda (Group Home for Adults): The objective of Gharaunda scheme is to provide an assured home and minimum quality of care services throughout the life of the persons with autism, cerebral palsy, mental retardation and multiple disabilities with adequate and quality care service with acceptable living standards including provision of basic medical care from professional doctors. Gharaunda Centre provides vocational activities, pre-vocational activities and assistance for further training.

Sahyogi (Care Associate training scheme): This scheme aims at setting up Care Associate Cells (CACs) to provide training and create a skilled workforce of care associates to provide adequate and nurturing care for persons with disabilities (divyangjan) who require it. It also seeks to provide parents an opportunity to get trained in care giving, if they so desire. This scheme provides a choice of training through two levels of courses - primary and advanced to allow it to create caregivers suited to work both with persons with disabilities (divyangjans), families and other institutions catering to the needs of the divyangjans (NGOs, work centres etc.).

Samarth (Respite Residential Care Scheme): The objective of Samarth scheme is to provide respite home for orphans or abandoned, families in crisis and also for persons with disabilities (divyangjans) from BPL & LIG families including destitute with at least one of the four disabilities covered under the National Trust Act.

Awareness Generation & Publicity Scheme (AG&P Scheme): Components admissible for assistance under the scheme includes setting up of a help line for online counselling of the persons with disabilities (PwDs); content development; publications and news media; organizing national events; participation in the international initiatives or to support various programmes organized by NGOs or self-help groups; volunteer service / outreach programme for sensitizing commercial establishment and employers; recreation and tourism; participation in community radio; media activities.

The Statistical Cell in the Department of Empowerment of Persons with Disabilities collects data available with various sections and the reporting organizations under the Department. The primary task of Statistical Cell is maintaining statistics regarding schemes of the Department. At present Statistical Cell of the Department is engaged in identification of existing data gaps and giving advice on bridging these in order to strengthen the process of planning, monitoring and decision-making in the Ministry and development and management of an efficient centralised statistical database on all beneficiaries from all schemes of the Department with a view to meeting the requirements of various Divisions and other overall requirements of the Department. This would give directions for policy related decisions including disaster management. The Unique ID is another data source run by the Department.

The National Action Plan (NAP) for skill development of persons with disabilities brings all the main stakeholders like various Central Government Ministries, State Governments, NGOs, PSUs & the Private Sector on one platform.

Stakeholders

It is a well-established fact that building resilience and promoting disaster risk reduction is a collective responsibility. The core to implementing disaster risk reduction, as per the Sendai Framework is the National Platforms for DRR. India established a National Platform on DRR in 2013. The driving force of DRR comes from the stakeholders included as per the SFDRR. These are parliamentarians, academia, scientific and technology research entities and networks, civil society, media, private sector and community organizations. The national, state and district administration are a key player in this endeavor. The elected representatives of the Panchayats too are vital stakeholders.

Chapter III – Disasters: Gaps in Inclusive Response and Risks for Persons with Disabilities

Before embarking on the guidelines for the disability inclusive actions in all the phase of the DRR such as mitigation, preparedness, response, recovery and rehabilitation, it is important to understand the risks and gaps that persons with disability face in general and specifically in disaster situations. It is only then that a disability inclusive approach would be effective.

3.1 Understanding the barriers and the need for inclusion of Disability Issues in Disaster

The connotation of barriers, as per the RPWD Act, Art 2.c is “any factor including communicational, cultural, economic, environmental, institutional, political, social, attitudinal and structural factor which hampers the full and effective participation of persons with disabilities in society”.

It becomes pertinent to understand and examine the challenges faced by persons with disabilities as:

- a) Inclusion is an undeniable right– based on the inherent dignity and individual autonomy of the persons with disabilities and people with disabilities must be fully included in disaster risk reduction planning and implementation.
- b) All groups of persons with disabilities experience compounded exclusion on the bases of gender, age, poverty, homelessness, minority status or any number of other social conditions.
- c) Inclusion has to be on a “twin track approach” to help get access to mainstream as well as disability-specific services.
- d) Disability-inclusive disaster risk reduction optimizes the resilience and survival of persons with disabilities.
- e) To create inclusion awareness must be raised among disability stakeholders so they can participate in the process.

3.2 Concerns and Impacts

The Convention on the Rights of Persons with Disabilities explicitly mentions two types of barriers: attitudinal and environmental (preamble section e). This section presents a number of those challenges faced by the persons with disabilities, along with special considerations compounding vulnerabilities such as age, gender and sexual orientation.

In the first section concerns which affect persons with disabilities are highlighted such as Statistical Data, Policies, Planning and the Organizational System, Adoption of Universal Designs and Attitudinal. In the second section the issues within the Disaster cycle are identified

so that disaster situations can be understood and in the third section issues of those affected more critically are considered and section four is on gaps in capacity building and access to decision making.

Disability inclusive intervention for disaster related issues has become essential in the present day context – due the increased frequency and severity of natural disasters in India, and its escalating impact.

It is important that the concerns and challenges are understood so that inclusion of the persons with disability can be achieved and such strategies are adopted that the gaps do not prevent participation. Thus the disability inclusive actions which have been laid down (refer the next Chapter) is to address the gaps and institutionalise the inclusion process and outcomes.

Section One

1. Data & Resource Mapping

Planning, Monitoring and Evaluation is difficult to carry out with incomplete and partial statistics as first responders and service providers may not possess reliable data. Many persons with disabilities remain invisible due to societal stigma and data collecting processes leave them out. It is also essential to have access to comprehensive data disaggregated by gender, age, and the different types of disabilities which is generally not available. During the preparedness process this gap could be filled especially when carrying out capacity and vulnerability assessments.

Inadequate capacity in data collecting disaster institutions would need strengthening as it affects the gathering of reliable and standardized data and statistics. Prior resource mapping of the human, infrastructural and other necessary services for the persons with disability in disaster preparedness maybe unavailable. Tools need to be developed to assess and understand the complexity of inclusion.

2. Policies, Planning and Strategies

The DRR process is weakened when strategies and mechanisms are built without including in policies, planning and strategy building, the knowledge of persons with disabilities. When disability is left out from the DRR framework, persons with disability become passive recipients and not active contributors in policy development. As Disability integration mechanism, which could coordinate the work of disability inclusion in disasters with various stakeholders does not exist the DRR process is weakened by their exclusion from Inter Agency collaboration and financial discussions.

To enable an inclusive process it is important to recognize that:

- Inclusion of issues of persons with disabilities and their organizations in disaster risk reduction activities as stipulated in the RPWD Act 2016 has to be institutionalized.
- Awareness of DRR planning and services amongst persons with disabilities has to be universalized.
- A two track system built on mainstreaming as well as providing specialized services needs to be adopted.
- In-depth consultation with persons with disabilities and their organizations is required.

3. Adoption of Universal Design Principles, Facilitation of Accessibility and Access to Assistive Technology

DRR is increasingly using technology to overcome the adverse effects of disasters and climate change. Technology can include persons with disabilities in the information system in meeting challenges of disasters. Information and Communication Technology (ICT) enabled warning systems such as SMS, emails and twitter alert people of an impending disaster. It can also show evacuation routes and places of safe shelters. However with enhanced use of social media and growing number of web sites, inaccessible technology or ICT creates more harm than good for the persons with disability. They are generally uninformed and dependent due to non-use of the available alternative system of communication which has accessible features of the technology. The screen may not be readable by those without or with low sights. The YouTube or radio and Television warning without signage leave those with hearing impairment out of the information system.

Physical inaccessibility can also have fatal consequences as it is connected to access to food, water, medical aid, shelters and transport. When accessible routes and shelters are not available, the persons with disabilities are at higher risk. Loss of mobility and other aids can leave persons out of relief and reconstruction processes.

- Principles of universal design and reasonable accommodation in all phases of DRR are required and need to be part of preparedness.
- More trained professionals and workers on universal designs, and capacity building of first responders and service providers is required.
- Use of material prepared by disabled people's organization would assist in overcoming the gap in services e.g. using manuals prepared by Digital Accessible Information System (DAISY) (e.g. evacuation manual) or the access manuals by the Government of India.

4. Attitudinal: social and economic exclusion

Not aware of their potential, persons with disabilities are found to be trapped in a vicious

circle of social and economic exclusion. Owing to societal stigma persons with disabilities face social and economic exclusion. Consequently stakeholders may not be aware of disability concerns and do not work consistently on dispelling myths, superstitions and removing negative attitudes. Discriminatory attitude may be adopted excluding persons with disabilities from emergency plans, coordination meetings and disaster and climate change funds allocation, as knowledge on disability is inadequate or flawed. Rather than providing an alternative system that is accessible to all, a stereotyped notion may exist that individuals with disabilities have special needs that are considered hard to include in DRR. More often than not persons with disability are treated as categories and not as persons who can take decisions and implement programs of DRR.

- It is important to include persons with disabilities at each stage of the disaster reduction process from preparedness to accessible warning systems, safe evacuation, accessible shelters, relief and reconstruction.

Section Two

5. Preparedness and Mitigation Strategies

There will be exclusion of persons with disabilities from preparedness and mitigation strategies when there is no prior mapping of locations of persons with disabilities, listing of resource needs; identification and mapping of health care institutions; location and mapping of special educators, therapists and professionals (audiologists, speech therapists, sign language interpreter etc.) and accessible transport which not only affects the persons with disability but also the resilience of their communities.

Persons with disabilities may need continuous use of health services and life saving devices and medicines and are placed at higher risk if these are not available. A national stockpiling of durable medical equipment, life saving devices (respirators) and supplies to communities, trauma needs would help in saving their lives and reduce the chances of increasing their disability.

In case an inclusive system is not in place (trained communities) for saving lives of persons with disabilities whose carers/personal assistants might abandon them or are killed by the disaster, the persons with disabilities face higher risk. In most cases physical inaccessibility and non-availability of sign language interpreters to interact with those with communication disabilities leave such persons out.

6. Early Warning System (EWS)

Early Warning Systems assist people in making informed decisions when a disaster approaches. These warnings help save lives and exclusion from them would place people

at high risk. Each person in a disaster situation needs to know details of not only the disaster approaching, but also about evacuation and safe shelters. Most new warning systems are increasingly dependent on communication technology ranging from radars to SMSs. If this communication system is inaccessible the risk to persons with disabilities is high. National emergency plans, need to ensure that warning alerts are suitable to the diversity of disabilities. There is a need for a formal EWS specifically designed for all persons with disabilities.

Mechanisms for informing persons with intellectual disabilities through repeated and alternative formats such as audio and sign language should be made available. Media needs to incorporate advisories into emergency broadcasts in formats accessible to the diversity of disability needs including those with hearing impairment.

7. Search, Rescue and Evacuation (SRE)

Getting injured due to their reduced capacity to react quickly, not being informed about evacuation and unaware of training protocols leave persons with disabilities, unprepared during SRE operations. A lack of adequate data about the numbers, location and needs of individuals with disabilities remains a critical barrier in meeting needs during the SRE and relief stages of DRR.

Disability gets worse in the SRE process as family and personal attendants whom persons with disabilities depend on may be injured or have died. There may be no volunteers or those replacing them may not be informed or professionally trained in the use of special techniques or procedures in SRE for the diversity of disabilities. Besides the loss of assistive devices, persons with psycho- social or intellectual disabilities living in institutions may be at high risk as they may be excluded.

There might be loss of mobility and hearing aids and Global Positioning System (GPS) tracking devices used by persons with intellectual disabilities may be lost or become non-functional.

8. Access to Relief

Standards which do not include disability specific provisions in relief protocols and advisories lay the foundation of a discriminatory system. When disability is overlooked in emergencies those affected will be unable to access relief and reconstruction requirements.

Relief camps, mass feeding centres, portable toilets, temporary housing are generally inaccessible and in case of food dropping process, they may face food insecurity due to

absence of volunteer support services in gaining access to food. Starvation and malnutrition amongst persons with disability aggravate if water and food distribution points are inaccessible and located at far-off distances and managed by untrained relief workers.

With no bar codes or electronic tracking, expensive equipment and assistive and mobility devices (wheelchairs, hearing aids, Braille translator, crutches, prostheses, respirators etc.) are lost or becomes inoperable during emergencies, limiting the access to relief.

Accessible transport which is safe, reliable and timely and para-transport (small vehicles, auto and cycle rickshaws) is required for door to door evacuation but may not be available or demarcated for their use and therefore would restrict persons with disabilities' option to access relief.

People during disasters acquire physical impairments such as spinal cord or brain injuries, but critical care without prior planning may not be available.

9. Rehabilitation and Reconstruction (R&R)

Persons with disabilities continue to encounter diverse challenges when the rebuilding efforts do not incorporate universal design or inclusive resources. The process to “Build Back Better” needs to include infrastructure (shelters, schools, houses, public buildings etc.). If not adhered to, persons with disabilities may have to deal with exclusion from both relief and reconstruction initiatives due to inaccessible relief distribution centres, and far off sites which provide aid. Housing for them might not be only inaccessible but also not be integrated in community housing.

If there are no social safeguard systems for those who have lost employment for re-entry in the workforce with reasonable accommodation, and no access to poverty eradication schemes, their economic levels may decline even further. The situation may aggravate if their disability related expenses rise and they have no access to information of government schemes available during the recovery stage. Those with newly acquired disability may be left out of any R&R system as they are not registered.

Trained DPOs who could be of great importance to facilitate access to resources, may not be listed or recognized as service providers to persons with disabilities during the R&R process. There is a need for inclusion not only of persons with disabilities and their care givers but also disability organizations.

For persons with spinal cord, head injury etc. long term rehabilitation is required but specialized rehabilitation services are limited in India and may be too far from their place of residence.

Section Three

Existing inequities and systemic exclusion have a cumulative effect on the vulnerability of persons with disabilities especially women and particularly those with psycho social disability, the elderly, children and those with high support needs. Due to stigma, LGBT, leprosy affected may be placed at a higher risk.

10. Women and Girls with Disabilities

Disasters exacerbate existing gender inequalities. Women with disabilities can continue to be left out of participation in DRR due to existing social discriminatory attitudes and may not be considered as competent even though communities benefit from their knowledge and skills in strengthening resilience.

They may be found to be at risk and vulnerable to violence specifically sexual and gender based violence inside the house and in public spaces (schools, workplace, hospitals etc.), and could be trafficked. If there is no security systems either law enforcement or community based, their vulnerabilities will increase. They may frequently be excluded from social support services if they have mobility problems, and left behind in camps / temporary housing during displacement after disasters or when they migrate to unsafe places.

Women are not a homogenous group and some such as female headed households and single young women may suffer more than others. They are usually provided few opportunities to express their needs or included in decision making.

11. Children with Disabilities

Children face heightened risks to impacts of disasters and climate change. They may be susceptible to physical, sexual and emotional abuse, trauma augmented when schools do not follow safety norms. They become deprived of access to schools and health care. Trauma and mortality of children with disabilities increases if teachers and children are untrained in SRE. School safety for children with disabilities may not be included in specific mainstream programs, especially if special schools are left out of school safety programs.

Capacity in children to face barriers during emergencies could be low and they may not

access adequate health, physical rehabilitation and psychosocial recovery facilities. Children with disabilities are provided few opportunities to express their needs or inclusion in decision making. Strong child protection mechanisms need to be operational in a disaster region to protect the rights of children and reduce their exploitation.

12. Elderly Persons

With a projected increase of elderly population, the number of elderly people with disabilities also increases during disasters. Destruction of health infrastructure or overburdened services would impact the health status of persons with disabilities in disasters and climate change.

They could have chronic diseases, total visual impairment, and rarely any insurance. DRR process may not have taken into account the aging process.

A section of the elderly population who are women and specifically widows and come from a rural poor background are at higher risk of being excluded from access to resources especially, food, potable water, safe shelter and hygiene necessities and sanitation. Elderly people may not be consulted or given decision making roles.

13. Scheduled Caste, Scheduled Tribe and LGBT persons with disabilities

No knowledge on the impact of disasters of LGBT groups with disabilities as they are a new legally recognized social group who are to be included in the disability laws and have not been specifically included in any DiDRR process. It is likely that like all marginalized they are neglected and poorer and may come last in receiving relief and reconstruction assistance.

Census data on Scheduled Castes and Tribes with disabilities is available but this social group with disability has to be paid specific attention or included in any DRR process.

14. Persons with Psycho-social Disability

Persons with psycho-social disabilities have the right to be recognized as persons before the law having legal capacity on equal terms as others. They are at high risk as there is inadequate data or indicators to monitor the process of inclusion.

Knowledge on the right to legal capacity may not exist among responders and service providers and so no action may be taken up by them. Many may be admitted in places of detention and may not be included in any capacity building. Due to stigma attached to

mental health, few efforts are made to provide counseling and services or attempts made to include them. Health services might be provided without informed consent.

Section Four

15. Decision Making by Persons with Disabilities and their Organizations

Persons with disabilities and their organizations, including those who are highly capable and possess knowledge to deal with disability issues during disasters continue to experience various forms of exclusion and may be left out of the DRR process due to an existing perception that they can only be receivers of assistance and not providers. If DiDRR is to function persons with disabilities and their organizations would have to be including in all decision making which affects them. The “nothing about us without us” slogan used by the disability movement represents their stand that no policy should be decided without their full and direct participation when the policy affects them.

16. Knowledge and Capacity Building

The first responders in the case of persons with disability are family, care givers or community members. Persons with disabilities and their families and care givers/ personal attendants may not be included in capacity building and training on how to deal with disasters. Non-availability of trained care givers/ personal assistants in post disaster situations will lead the person with disability without support and open to danger.

Persons with new disability cannot attend training soon after injury, but need training later on how to manage their disabilities and should be included in the DRR process which if not provided results in health deterioration and social exclusion. Disaster risk reduction capacity building exercises, strategies and efforts may not be inclusive of persons or organizations with disabilities. There may be little attempt made to enhance their capacity and reduce their vulnerability, mitigate the impact of disasters and loss of life, reduce risk and build up resilience in the capacities of individuals, communities and institutions.

Community is important in assisting persons with disability after disasters but may not be trained in handling their needs. Their role becomes very important when carers are lost during disasters and personal assistants leave them. Support providers who provide key human service support for individuals with disabilities, home health care providers, day and elderly care providers, personal assistants and sign language interpreters etc. may not be aware of methods of inclusion.

Besides the above:

- There is no gender balanced capacity building programs so gender needs are not understood in the context of disability.
- School safety programs rarely have disability inclusive capacity building training.
- Limited knowledge on the concept of how to “Build Back Better” to create accessible communities hampers the inclusion.
- There is no cutting edge research available on inclusive DRR in India.

3.3 From Risks and Gaps to Inclusion

People with disabilities do not have “special” needs, but they face challenges in meeting inclusion in DRR. From the above it is obvious that the gaps span a large diversity of issues. To overcome them in disaster situations would mean a strong preparedness strategy across risks. When identifying risk it has to be considered that it may exist at multiple levels for example for persons with developmental or psycho social disabilities or women, children or elderly, it would require identification and vulnerability assessment to understand their needs and capacity building to empower them. Risk can be related to a person’s functional capacity which could be improved by the access to health services such as rehabilitation, assistive devices, information and capacity building but social inclusion is imperative as the latter would not only mitigate risk but enhance decision making roles. Persons with disabilities require enhanced capacity to be involved in both risk assessment and reduction. Physical and communication accessibility and capacity building would help their participation in all DRR responses on an equal basis with all others and gain the visibility of the issues.

It is important that we recognize the following:

- a) The heightened risks and vulnerabilities arising out of social, attitudinal and environmental barriers.
- b) That, persons with disabilities are not a homogenous group they have different capacities and requirements and have to cope with different circumstances.
- c) That this is not a matter of “special needs” but rather prioritizing the adoption of alternative systems for implementation.
- d) That participation of persons with disabilities is important as they have key capabilities and actively including them as disability experts in DRR would help mainstream disability concerns and contribute to their constitutional right to equality.
- e) And that all persons with disabilities are treated equally rather than members of a category.

Chapter IV: Disability Inclusive Actions

This section elaborates on the possible disability inclusive actions by the concerned stakeholders in the different phases of the DRR process. The actions suggested is based on the barriers and risks that the persons of disability face in disaster situations. As it is known, disasters and poorly planned disaster response and recovery efforts can exacerbate these barriers leaving persons with disabilities struggling to cope even more both during and after the emergency.

The foundation of the actions as given in this guideline abide by the provisions and principles of the global and Indian laws on disability and the international framework on disability inclusive disaster risk reduction. The actions are meant to be taken at all level of governments, civil society and community to mitigate the impact of disasters on the persons of disability as well empower the persons with disability also to be an active participant in the disaster risk reduction process. Across the disaster management cycle, all topics have been listed with the related action(s), however the detailed procedures are to be laid down by the concerned stakeholder.

Matrix for Guidelines on Disability Inclusive Disaster Risk Reduction Role and Responsibilities of Stakeholders

Understanding Disaster Risk

		Central/ State/ other Agencies and their Responsibilities			
Sl. No.	Major Theme	Responsibility – Centre	Centre	Responsibility – State	State/ Others
1.	Identification, Data & Enumeration	Provide Guidelines and Framework for collection of Information and Data and share with State Governments and Stakeholders.	Department of Empowerment of Persons with Disabilities (Statistical Cell)	Ensuring data collection	Department of Statistics and Economics State Social Welfare Departments (Statistics Cell and IUD)/Commissionerates of Disabilities ²⁰
		Conduct census and surveys of people with disabilities – disaggregated by socio-economic status, age, gender and types of disability	Registrar General of India, MHA and Central Statistics Office, MoSPI		
		Include disability in household and other surveys in general conducted in the community Special NSSO on Disaster and Disability	National Sample Survey Organization (NSSO), MoSPI	Include disability in household and other surveys in general conducted in the community	Department of Statistics and Economics State Social Welfare Departments
				Undertake identification and listing of the individual Persons with Disabilities through community such as Anganwadi workers,	District Administration/ District Medical Boards DDMAs

Central/ State/ other Agencies and their Responsibilities					
Sl. No.	Major Theme	Responsibility – Centre	Centre	Responsibility – State	State/ Others
				Accredited Social Health Activists, Sarva Shiksha Abhiyan functionaries, PRI members, etc. Update annually and share with SDMAs and State Governments.	District Rehabilitation Centres (DDRCs)
				Prepare list of Persons with Disabilities as per the RPWD Act	State Social Welfare Departments, , DDRCs
				Maintain records of Person with disabilities in the district with Biennial updates	State Social Welfare Departments, DDRCs
				Maintain list of DPOs and NGOs working on disability for DiDRR inclusion	SDMAs
2.	Vulnerability Assessment	Provide comprehensive Guidelines for Vulnerability and Risk Assessment including identification of contributing factors Differential vulnerability of more vulnerable (children, aged, women, persons with psycho-social disability	Ministry of Social Justice/ Department of Empowerment of Persons with disabilities in coordination with MoEF&CC (for providing details	Undertake comprehensive risk assessments as per the Guidelines on Vulnerability and Risk Assessment covering all types of disabilities as per RPWD Act 2016. Identify hazard specific vulnerabilities faced by people with disabilities which can	State Social Welfare Departments/Commissionerate of Disabilities/DDMAs/DDRCs State Social Welfare Departments/Commissionerate of

Central/ State/ other Agencies and their Responsibilities					
Sl. No.	Major Theme	Responsibility – Centre	Centre	Responsibility – State	State/ Others
		(mental disability)	related to Arsenic and other related disabilities), MoSJE, MoHRD	raise their risks due to disasters	Disabilities, SDMAS, DDMAAs and DDRCS
		Provide Framework for mapping all the institutions housing Persons with Disabilities for DRR activities	Ministry of Social Justice/ Department of Empowerment of Persons With Disabilities, NDMA, MoH&FW, MoHRD	Enumeration, Mapping and Attributes collection of all institutional buildings housing disabled people under administrative control of State Government	SDMAS, DDMAAs DDRCS in consultation with concerned departments
		Enumeration, Mapping and Attributes collection of all institutional buildings housing disabled people under administrative control of Central Government	Ministry of Social Justice/ Department of Empowerment of Persons With Disabilities, MoHUA		
		Provide training on assessment methodology and tools	National Institutes under DEPwD		

Strengthening Disaster Risk Governance

Central/ State/ other Agencies and their Responsibilities					
Sl. No.	Major Theme	Centre	Responsibility – Centre	State/ Others	Responsibility – State/ Others
1.	Institutional Mechanism and Policy Framework	Representation of Department of Empowerment of Persons with Disabilities in National Executive Committee	Ministry of Home Affairs	Representation of Department dealing with Persons with Disabilities in State Executive Committee	Department dealing with Disaster Management
		Include disability issues in all policies and plans for disaster management as per Government Policies and various International Agreements	All Ministries and Departments of Government of India	Address disability issues in all programmes and schemes	All Departments of State Government
		Establish inter agency coordination for DiDRR	Ministry of Social Justice/ Department of Empowerment of Persons with disabilities	Establish inter agency coordination for DiDRR	State Social Welfare Departments
		Develop Model Framework for promoting Private Partnership (Corporate Social Responsibility) in DiDRR	Ministry of Social Justice/ Department of Empowerment of Persons with disabilities, Ministry of Corporate Affairs	Promote Public Private Partnership for implementing inclusive actions	State Social Welfare Departments / SDMAs

Central/ State/ other Agencies and their Responsibilities					
Sl. No.	Major Theme	Centre	Responsibility – Centre	State/ Others	Responsibility – State/ Others
			Ensure representation of Department of Empowerment of Persons with Disabilities and DPOs in NPDRR	/FICCI,CII, ASSOCHAM, etc.	
			Ensure representation of Persons with Disabilities and DPOs in NPDRR	MHA	Department of dealing with Disaster Management
			Ensuring representation of persons with disability and DPOs in DRR committees	MHA, NDMA	Department dealing with Disaster Management , SDMA's, DDMA's,DDRC's
			Identification and representation of DPOs in NPDRR	Department of Empowerment of Persons with Disabilities	State Welfare Departments
			Issues related to Persons with Disabilities to be addressed while formulating and implementing the Schemes	All Ministries/ Departments/All National Disability Institutes	All Departments
2.	Enforcement, Monitoring and Evaluation		Develop standard monitoring framework for effective implementation of Schemes	Department of Empowerment of Persons with Disabilities	All concerned Departments/ SDMA's/

Central/ State/ other Agencies and their Responsibilities			
Sl. No.	Major Theme	Centre	Responsibility – State/ Others
		Disabilities in consultation with NDMA	DDMAs/ District Disability Rehabilitation Centre Scheme (DDRCs)
	Evaluation of Schemes through Access and Social Audit	Department of Empowerment of Persons with Disabilities	Evaluation of Schemes through Access and Social Audit
	Third Party Evaluation of impact of various schemes	Ministries/ Departments implementing schemes	Third Party Evaluation of impact of various schemes
	Evaluation and updation of Design Codes for ensuring universal accessibility (widening of doors, accessible toilets, signage, ramps, fixing tactile, etc.)	MoHUA, Ministry of Consumer Affairs, Ministry of Road Transport	Urban Development Department, Rural

Central/ State/ other Agencies and their Responsibilities					
Sl. No.	Major Theme	Centre	Responsibility – Centre	State/ Others	Responsibility – State/ Others
		Centre			
		Implementation of Design Codes for universal accessibility	& Highways Department of Empowerment of Persons with Disabilities may use Accessible India Campaign,		Development Department/, State Social Welfare Departments
		Implementation of Design Codes for universal accessibility	Ministry of Road Transport & Highways, Ministry of Railways, Ministry of Civil Aviation, Ministry of Housing & Urban Affairs, Ministry of Rural Development, other Ministries/ Departments/ involved in constructing, operating and maintaining Public	Implementation of Design Codes for universal accessibility	All concerned Departments, ULBs, PRIs and other institutions

Central/ State/ other Agencies and their Responsibilities					
Sl. No.	Major Theme	Centre	Responsibility – Centre	State/ Others	Responsibility – State/ Others
3.	Funds	Earmark specific budgetary allocations towards DiDRR	Infrastructure, Department of Empowerment of Persons with Disabilities may use Accessible India Campaign		
3.	Funds	Earmark specific budgetary allocations towards DiDRR	All Ministries/ Departments	Earmark specific budgetary allocations towards DiDRR	All Departments
3.	Funds	Guidelines for utilization of CSR Funds in DiDRR	Ministry of Corporate Affairs	Mobilize and utilize CSR Fund and District Mineral Fund towards implementation of the inclusive actions	SDMAs/ DDMAs/ District Administration
4.	Standard Operating Procedures	Prepare SOPs on DiDRR for the key stakeholders such as rescue personnel, medical, relief workers etc. in participatory manner with Disabled People Organizations (DPOs) including identifying needs of newly or disaster induced disabled people	MHA, NDRF, NIs	Prepare SOPs on DiDRR for the key stakeholders such as rescue personnel, medical, relief workers etc. in participatory manner with Disabled People Organizations (DPOs) including identifying needs of newly or disaster induced disabled people	Department dealing with Disaster Management, SDMAs/ SDRF/ CoR
4.	Standard Operating Procedures	Integrate disability aspects in the Search & Rescue SOP	MHA, NDRF	Integrate disability aspects in the Search & Rescue SOP	SDRF/ Fire & Emergency

Central/ State/ other Agencies and their Responsibilities			
Sl. No.	Major Theme	Centre	Responsibility – State/ Others
			Services/ CoR
			Department dealing with Disaster Management, CoR/ NGOs/ VOs
			Allocate volunteers for search and rescue operations trained in the handling the persons with disability. Utilise special educators in the local level teams

Inter-Agency Coordination

Central/ State/ other Agencies and their Responsibilities			
Sl. No.	Major Theme	Centre	Responsibility – State/ Others
1.	Community Based DiDRR		SDMAs/ DDMAs, DDRCS, NGOs/ Charitable Organizations working for Persons with Disabilities.
			Organize consultations with resource organizations/ DPOs to develop community based DRM system on the local need basis
			Ensure that the community emergency planning and preparedness are inclusive of the
			CoR/ Departments dealing with

Central/ State/ other Agencies and their Responsibilities					
Sl. No.	Major Theme	Centre	Responsibility – Centre	State/ Others	Responsibility – State/ Others
				needs	Disaster Management/ DDMAs, DDRCS, DDCs, NGOs/ Charitable Organizations working for Persons with Disabilities.
2.	Participation of Persons with Disabilities and DPOs in DRR	Providing Technical Support, Funds for empowering persons with disabilities and DPOs in DiDRR	Ministry of Social Justice/ Department of Empowerment of Persons with disabilities/ NDM/ NIDM, DPOs, NGOs	Participation of Persons with Disabilities/ DPOs	Social Welfare Department/ Departments dealing with Disaster Management/ CoR/ SDMAs/ DDMAs/ DDRCS, DPOs, NGOs
3.	Disabled Persons Organizations (DPOs)	Undertake capacity building of DPOs and networks to involve them in all stages of Disaster Management	Rehabilitation Council of India Ministry of Human Resource	Undertake capacity building of DPOs and networks to involve them in all stages of Disaster Management	Rehabilitation Council of India, State Social Welfare Departments in

Central/ State/ other Agencies and their Responsibilities			
Sl. No.	Major Theme	Centre	Responsibility – State/ Others
			Responsibility – State/ Others consultation with Institutes for Persons with disabilities, NGOs and DPOs

Investing in DRR – Non-Structural Measures

Central/ State/ other Agencies and their Responsibilities			
Sl. No.	Major Theme	Centre	Responsibility – State/ Others
1.	Resource Mapping and Planning	Conduct resource mapping of specific requirements of PWDs needed for DRR	Responsibility – State/ Others Social Welfare Department/ SDMAs/ DDMAs/DDRCs/ IDRN
		Conduct resource mapping of PWDs specific requirements of PWDs needed for DRR	State/ Others Social Welfare Department/ SDMAs/ DDMAs/DDRCs/ IDRN
		Ministry of Social Justice/ Department of Empowerment of Persons with disabilities/ NIDM/ IDRN	Responsibility – State/ Others Ministry of Social Justice and Empowerment (Scheme for Implementation of Rights of Persons with Disabilities Act, 2016 (SIPDA)) Identify governmental and non-governmental initiatives/ schemes/

Central/ State/ other Agencies and their Responsibilities					
Sl. No.	Major Theme	Centre	Responsibility – Centre	State/ Others	Responsibility – State/ Others
			Developing Framework/ Guidelines for assessing the impact of disasters on PWDs	NIDM/ NDMA in consultation with Ministry of Social Justice/ Department of Empowerment of Persons with disabilities	Undertake incident based survey for assessing the impact of disaster
			Undertake research, technical packages for Government Departments on DiDRR	NIDM, Universities, Research Institutes	
2.	Information & Communication, Early Warning Systems		Make emergency information and early warning messages accessible to people with hearing and visual impairments and ensure last mile connectivity including adapting community based, technology friendly system for early warning dissemination and awareness generation	MHA/ MoES (IMD)/ Ministry of Information & Broadcasting, (I&B) (DAVP) Department of Telecommunication	Make emergency information and early warning messages accessible to people with hearing and visual impairments
			Develop effective communication that is	Ministry of Social Justice/ Department	Develop effective communication that is accessible to all persons
					CoR/ SDMAs/ Information Department/ District Administration
					CoR/ Department dealing with

Central/ State/ other Agencies and their Responsibilities					
Sl. No.	Major Theme	Centre	Responsibility – Centre	State/ Others	Responsibility – State/ Others
		accessible to all persons with disabilities	of Empowerment of Persons with disabilities, Punarbhava, IMD, NDMA and Institutes, NIVH, Ali Yavar Jung National Institute of Speech and Hearing Disabilities /ISLRTC	with disabilities	Disaster Management/ SDMAS/ DDMAs
		Developing and designing the warning signals/ signs for persons with disabilities with respect to various disasters	Nodal Ministries/ Agencies for Early Warning/ Ali Yavar Jung National Institute of Speech and Hearing Disabilities /ISLRTC /NIVH	Sensitize the DPOs/ community about specific warning signals/ signs	SDMAS/ DDMAs/ Media/ Village Disaster Management Committees/ NGOs/ VOs/ Emergency Shelter Management Committees
				Sensitize the community towards better understanding of the needs of people with disabilities	State Welfare Departments in consultation with Social Welfare Departments

Central/ State/ other Agencies and their Responsibilities					
Sl. No.	Major Theme	Centre	Responsibility – Centre	State/ Others	Responsibility – State/ Others
					Institutes for Persons with disabilities and NGOs
				Do captioning/ sign language/ voice description of all broadcast displays of telephone numbers, names of the streets and geographical areas affected, and other displayed information regarding emergencies	Media, Information and Publicity Departments, NGOs, VOs, CBOs, RWAs, DDMA/DDRCS
3.	Insurance – Health/ Life /Crop/ House/ Assistive Devices/ New Disability		Encourage Insurance companies to provide insurance for assets or loss of disability devices and fast track replacement especially mobility aids and lifesaving equipment	IRDAI, Ministry of Finance/ Department of Banking/	Finance Department
			Ensure coverage of the existing and newly acquired disability, life and asset insurance	Ministry of Social Justice/ Department of Empowerment of Persons with disabilities, Ministry of Finance, IRDAI, Ministry of Social Justice, National	State Welfare Departments, Finance Department, National Trust,

Central/ State/ other Agencies and their Responsibilities			
Sl. No.	Major Theme	Centre	Responsibility – State/ Others
4.	Social Security	<p>Ensure that the persons with disabilities are prioritized in all schemes and programmes on social security, entitlements and empowerment</p> <p>Trust</p> <p>Ministry of Social Justice/ Department of Empowerment of Persons with disabilities, Min of Rural Development and other Ministries implementing welfare/ social service schemes</p>	<p>Ensure that the persons with disabilities are prioritized in all schemes and programmes on social security, entitlements and empowerment</p> <p>State Welfare Departments, Rural Development Dept., Urban Development Departments/ Departments implementing welfare/ social service schemes</p>

Investing in DRR – Structural Measures

Central/ State/ other Agencies and their Responsibilities			
Sl. No.	Major Theme	Centre	Responsibility – State/ Others
1.	Multipurpose Shelters	<p>Design the emergency/temporary Shelters as per universal accessible designs</p>	<p>Design the shelter homes such that wheelchairs should be able to access the doors and entrances</p> <p>Ministry of Urban Affairs, Ministry of Rural</p> <p>PWD, Commissioner of Relief, SDMMAs</p>

Central/ State/ other Agencies and their Responsibilities					
Sl. No.	Major Theme	Centre	Responsibility – Centre	State/ Others	Responsibility – State/ Others
			<p>Development</p> <p>NDMA in consultation with Min. of Social Justice, Dept EPWDs</p>	<p>Maintain equipment and assistive devices in the emergency/temporary shelters</p>	<p>Department dealing with Disaster Management , COR, SDMAS, DDMAAs, DDRCS</p>
2.	Accessibility – Universal Design			<p>Unite the person with disability with their carer/ family members</p>	<p>Department dealing with Disaster Management, SDMAS, DDMAAs, NDRF/SDRF, Local committees</p>
			<p>Ministry of Urban Affairs, Department of Empowerment of Persons with disabilities (Accessible India Campaign)</p>	<p>Ensure that all post-disaster reconstruction activities are in accordance with the accessibility requirements of persons with disabilities</p>	<p>Public Works Department (PWD)</p>
			<p>Ensure that all post-disaster reconstruction activities are in accordance with the accessibility requirements of persons with disabilities</p>		

Central/ State/ other Agencies and their Responsibilities					
Sl. No.	Major Theme	Centre	Responsibility – Centre	State/ Others	Responsibility – State/ Others
3.	Structural Audit/Retrofitting	Guidelines for Structural Safety Audit and Rapid Visual Screening of buildings of Institutions pertaining to Persons with Disabilities	NDMA	Conducting Rapid Screening and Structural Safety Audit of Buildings of Institutions pertaining to persons with disabilities and retrofitting taking into consideration the Multi-Hazard Approach	State Governments/SDMAs/DDMAs/ Public Works Department and Concerned Departments/ owners of the institutions/buildings housing persons with disabilities
4.	Housing/ Reasonable Accommodation/ Infrastructure	Framework for all social housing and reconstruction schemes to be as per universal design	MoRD, MoHUA,	Ensure construction of all social housing and reconstruction schemes to be as per universal design with involvement of DPOs	Department of Urban Development, Department of Rural Development, SDMAs, DDMAs/DDRCs

Capacity Development

Central/ State/ other Agencies and their Responsibilities					
Sl. No.	Major Theme	Centre	Responsibility – Centre	State/ Others	Responsibility – State/ Others
1.	Capacity Development	Development of Training Module on DRR for Institutions* Working in the Field of PWDs	NIDM in consultation with Ministry Department of Empowerment of Persons with disabilities (RCI)	Training of Institutes working in the Field of PWDs on DiDRR	SIDM/ ATIs/ SDMAS/ DDMA/DDRRCs
		Development of Training Module on DRR for persons with disabilities and DPOs	NIDM in consultation with Department of Empowerment of Persons with disabilities	Training and capacity building of persons with disabilities and DPOs in DRR	National Institutes * List at Annexure NGOs/ CBOs/ VOs/ Disabled Persons (Master Trainer)/ DPOs in consultation with National Institutes/ CRCs/ DDRRCs
				Ensure creation of a voluntary group within the Community	NGOs/ VOs/ CBOs/ RWAs/

Central/ State/ other Agencies and their Responsibilities						
Sl. No.	Major Theme	Centre	Responsibility – Centre	State/ Others	Responsibility – State/ Others	
2.	Curriculum Development		Curriculum development for special needs of persons with disabilities in disaster management and integration in all levels of education	MoHRD/ Department of School Education/RCI	with PWDs Adaptation of curriculum for special needs of persons with disabilities in disaster management and integration in all levels of education in vernacular language	DDMAs etc. Department of Education/ Text Book societies in States
			Curriculum on trauma care and management for the persons with disability in the courses of the health professionals	Ministry of Health & Family Welfare	Training of Health Professionals in the field of trauma care and management of the persons with disability	Department of Health & Family Welfare/ Medical Institutions and Nursing Colleges, etc.
			Include Universal Design aspects in all engineering, architecture courses and syllabus	MoHRD/ AICTE	Implementation of Universal Design features into all Engineering and Architectural Courses	Department of Technical Education/ Engineering and Architectural Colleges
3.	Training		Develop training module and organize trainings on DiDRR for the members of the cell on disaster management at all level in all relevant ministries /	NIDM in consultation with Ministry of Social Justice/	Trainings on DiDRR for all State Departments	State Social Welfare Departments, ATIs, Disaster

Central/ State/ other Agencies and their Responsibilities					
Sl. No.	Major Theme	Centre	Responsibility – Centre	State/ Others	Responsibility – State/ Others
		departments	Department of Empowerment of Persons with disabilities/RCI		Management Institutes
		Training Modules for targeted response	Rehabilitation Council of India in Coordination with National Institutes	Training of all responders including Persons with Disabilities and DPOs	NDRF and SDRF
4.	Awareness/ Generation/ Sensitization	Sensitization Manual for the community on the special needs and rights of the Persons with Disabilities for DRR	Ministry of Social Justice/ Department of Empowerment of Persons with disabilities in consultation with NDMA	Sensitize the community on the special needs and rights of the Persons with Disabilities for DRR	State Welfare Departments , Departments dealing with Disaster Management, Media, NGOs, VOs, Department of Information and Public Relation, DDMA's, SDMA's, Women and Child Development,

Central/ State/ other Agencies and their Responsibilities					
Sl. No.	Major Theme	Centre	Responsibility – Centre	State/ Others	Responsibility – State/ Others
		Incorporate DiDRR in awareness of youth programs such as National Social Service, National Cadet Corps	Ministry of Social Justice/ Department of Empowerment of Persons with disabilities, Ministry of Youth Affairs, MHA, Ministry of Defence	Orient Youth Programmes towards DiDRR	District Disability Committees NSS, NYKS, NCC, Scouts & Guides, DPOs
		Sensitize the elected representatives at national level on issues of disability and DiDRR	Ministry of Social Justice/ Department of Empowerment of Persons with disabilities, Ministry of Parliamentary Affairs, Ministry of Panchayati Raj	Sensitize the elected representatives at state level and below on issues of disability and DiDRM	State Social Welfare Departments, Department of Panchayati Raj, Department of Urban Development
5.	Knowledge enhancement –	Create knowledge forums and platforms of researchers, academics, legal	Ministry of Social Justice/	Create knowledge forums and platforms of researchers,	State Social Welfare

Central/ State/ other Agencies and their Responsibilities					
Sl. No.	Major Theme	Centre	Responsibility – Centre	State/ Others	Responsibility – State/ Others
	Good Practices on inclusive mitigation/ rehabilitation/ recovery	<p>practitioners, policy makers, planners and organizations working on disaster and disability for mainstreaming</p> <p>Create networks and engage with DPOs, knowledge partners</p>	<p>Department of Empowerment of Persons with disabilities, NIDM</p> <p>Ministry of Social Justice/ Department of Empowerment of Persons with disabilities, NIDM</p>	<p>academics, legal practitioners, policy makers, planners and organizations working on disaster and disability for mainstreaming</p> <p>Create networks and engage with DPOs, knowledge partners</p>	<p>Departments/ SDMAAs</p> <p>State Welfare Departments SPDRR</p>
		<p>Conduct research, evaluation, impact assessment on the inclusive methods and strategies and good practices</p>	<p>RCI, Institutes under Ministry of Social Justice/ Department of Ministry of Social Justice/ DPEwD, NIDM, Universities, Research Institutes,</p>	<p>Conduct research, evaluation, impact assessment on the inclusive methods and strategies and good practices</p>	<p>State Welfare Departments, Academic Research Institutes</p>
6.	Mock Drills/ Exercises	<p>Conduct regular drills including evacuation drills and ensure participation</p>	<p>MHA, NDMA, NDRF</p>	<p>Conduct regular drills including evacuation drills and ensure participation of people with</p>	<p>CoR, SDMAAs, DDMAAs/DDRCs</p>

Central/ State/ other Agencies and their Responsibilities			
Sl. No.	Major Theme	Responsibility – Centre	Responsibility – State/ Others
		Centre of people with disabilities	State/ Others disabilities

Preparedness & Response

Central/ State/ other Agencies and their Responsibilities			
Sl. No.	Major Theme	Responsibility – Centre	Responsibility – State/ Others
1.	Disaster Management Plan	Ministry of Justice/ Department of Empowerment of Persons with Disabilities/ All Concerned Ministries/ Departments	State Government./ All Departments concerned/ SDMAAs/ DDMAAs
2.	Contingency Plan	Prepare a comprehensive Plan of the Ministry with DiDRR	Prepare a comprehensive Plan of the Department with DiDRR
3.	Assistive Devices	Prepare Contingency plan to ensure rapid and accurate response for the people who may acquire disability due to disasters	Prepare Contingency plan to ensure rapid and accurate response for the people who may acquire disability due to disasters
		MHA, NDRF	CoR, SDRF
		Ministry of Justice/ Department of Empowerment of	State Social Welfare Departments/Artificial Limbs manufacturing

Central/ State/ other Agencies and their Responsibilities					
Sl. No.	Major Theme	Centre	Responsibility Centre	State/ Others	Responsibility State/ Others
			Persons with disabilities/ALIMCO		Corporation of India (ALIMCO)
		Stock pile of assistive devices and ensuring their operational readiness	NDRF/ALIMCO Artificial Limbs Manufacturing Corporation of India	Stock pile of assistive devices and ensuring their operational readiness	CoR, SDRF
		Fund provision for assistive devices including maintenance and repair for those affected by Disasters	Ministry of Social Justice/ Department of Empowerment of Persons with disabilities	Fund Provision for assistive devices including maintenance and repair for those affected by Disasters	State Government./ CoR/ State Social Welfare Departments/ SDMAAs
				Guide Dogs for persons with visual impairment need to be protected and factored into any DRR planning at community levels	DDMAAs, DPOs, NGOs, VOs
4.	Education	Assistance to ensure continuation of the education of children with Disabilities in a safe school atmosphere	MoHRD/ Department of School Education	Ensure the continuation of the education of Children with Disabilities in a safe school atmosphere	Department of Education, DDMAAs,
5.	Relief and Relief Centres	Guidelines on comprehensive minimum standard of disability inclusive relief	NDMA	Guidelines on comprehensive minimum standard of disability inclusive relief	Department dealing with Disaster Management and SDMAAs
				Put up the relief distribution centres in such locations/ sites,	Commissioner of Relief, DDMAAs,

Central/ State/ other Agencies and their Responsibilities					
Sl. No.	Major Theme	Centre	Responsibility Centre	State/ Others	Responsibility State/ Others
				which are accessible	NDRF, SDRF
6.	Evacuation Facilities, Transportation	Design group as part of the Accessible India Campaign to design Search, Rescue and Evacuation (SRE) related equipment for use during disasters	Ministry of Social Justice/ Accessible India Campaign	Accessible evacuation and transportation	SDMAs, Departments of Transportation, Accessible India Campaign accredited NGOs, DPOs/SDRF
		Create disability appropriate evacuation facilities including safe, reliable and timely transportation including para transport on a priority basis	MHA, NDRF	Create disability appropriate evacuation facilities including safe, reliable and timely transportation including para transport on a priority basis	CoR, SDRF, District Collector/ DDM/ SDRF
		Include in the SOP for evacuation of PWDs along with assistive devices and care giver/ family member	MHA, NDRF	Assistive devices e.g. wheelchairs, prosthetics) and close family member/ carer too have to be evacuated along with them	SDRF, Fire & Emergency Services
		Ensuring availability of special equipment for rescue and evacuation of persons with disabilities	MHA, NDRF	Ensuring availability of special equipment for rescue and evacuation of persons with disabilities	CoR, SDMAs, DDMMAs, SDRF
7.	Medical Care/ First Aid	Ensure critical hospital care to those who may have acquired disability due to disasters	Ministry of Health & Family Welfare	Ensure critical hospital care to those who may have acquired disability due to disasters	Health Department
8.	Mental Health Care	Provision of counselling for post-traumatic stress disorders	Ministry of Health & Family Welfare, Ministry of Social	Provision of counselling for post-traumatic stress disorders	Health Department, State Social Welfare Departments/DPOs

Central/ State/ other Agencies and their Responsibilities					
Sl. No.	Major Theme	Centre	Responsibility – Centre	State/ Others	Responsibility – State/ Others
			Justice/ Department of Empowerment of Persons with disabilities		
		Provide services through informed consent	Ministry of Health & Family Welfare, Ministry of Social Justice/ Department of Empowerment of Persons with disabilities	Provide services through informed consent	Health Department, State Social Welfare Departments/DPOs
9.	Health	Provide professional staff specialized in disability e.g. physiotherapist etc.	Ministry of Health & Family Welfare	Provide professional staff specialized in disability e.g. physiotherapist etc.	Health Department
		Provide occupational therapy to assist a person with disability especially those newly acquired to learn new ways to carry out daily activities	Ministry of Health & Family Welfare	Provide occupational therapy to assist a person with disability especially those newly acquired to learn new ways to carry out daily activities	Health Department
10.	Drinking Water/ Sanitation/ Public Health	Make water distribution centres accessible in affected areas and emergency/ temporary shelters	Ministry of Jal Shakti, Ministry of Social Justice	Make water distribution centres accessible in affected areas and emergency/ temporary shelters	Department of Water Supply or concerned Department in the State Government, DPOs (WASH empanelled NGOs, DPO)

Central/ State/ other Agencies and their Responsibilities					
Sl. No.	Major Theme	Centre	Responsibility Centre	State/ Others	Responsibility State/ Others
		Make sanitation facilities accessible in affected areas and emergency/ temporary shelters	Ministry of Jal Shakti/ Ministry of Social Justice	Make sanitation facilities accessible in affected areas and emergency/ temporary shelters	Public Health and Engineering Department CoR, DDMAs
		Make Public Health facilities inclusive and accessible in affected areas and emergency/ temporary shelters	Ministry of Drinking Water & Sanitation Ministry of Social Justice (Accessible India Campaign)	Make Public Health facilities inclusive and accessible in affected areas and emergency/ temporary shelters	Public Health and Engineering Department, CoR, DDMAs, DDRCs
11.	Food Security & Essential Supplies	Include the requirement of the persons with disability in the essential supplies for emergencies	Ministry of Consumer Affairs, Food & Public Distribution	Include the requirement of the persons with disability in the essential supplies for emergencies	CoR, DDMAs, ULBs/ PRIs, NGOs, VOs DPOs, SHGs (Disability)
		Make the food distribution centres accessible and have separate lines for persons with disabilities	Ministry of Consumer Affairs, Food & Public Distribution	Make the food distribution centres accessible and have separate lines for persons with disabilities	CoR, DDMAs, ULBs/ PRIs, NGOs, VOs SHGs (Disability)
12.	Livelihood	Make livelihood of the Persons with Disabilities (those prior as well as newly acquired) is restored	MoRD (National Livelihood Missions)	Ensure that the livelihood of the Persons with Disabilities (those prior as well as newly acquired) is restored	Dept dealing with Livelihood, with Disaster Management, NGOs, VOs
		Impart appropriate available choice based skill training to Persons with Disabilities	Ministry of Skill Development/Skill Council for persons with disabilities	Impart appropriate choice based skill training to Persons with Disabilities	Skill Development Departments, ITIs, SIRDs

Central/ State/ other Agencies and their Responsibilities					
Sl. No.	Major Theme	Centre	Responsibility Centre	State/ Others	Responsibility State/ Others
		Integrate various initiatives and schemes, soft loans and entrepreneurship opportunities	Ministry of Social Justice/ Department of Empowerment of Persons with disabilities	Integrate various initiatives and schemes, soft loans and entrepreneurship opportunities	State Social Welfare Departments/ SDMA's/ Finance Department
13.	Legal Aid/ Grievance Redressal Mechanism	Provision for establishment of Free Legal Aid Cells	Ministry of Law & Justice, NLSA, Chief Commissioner for Disability	Provide free legal aid on a priority basis	Law Department/ SLSA, State Commissioners for Disability
		Provision for establishment of inclusive grievance redress mechanism and grievance redress	Concerned Ministries/ Departments in consultation with Department of Empowerment of Persons with Disabilities/ NLSA	Grievance Redressal	CoR, DDMAs, Concerned Departments in consultation with Social Welfare Departments/ SLSA
14.	Reconstruction			Prepare plans for relocation/ reconstruction sites involving the persons with disability, DPOs and the community	CoR/ Department dealing with Disaster Management and SDMA's/ DDMAs

** Wherever People with Disabilities are mentioned consider them along with their care giver/ family member and assistive devices.

Chapter V: Disability Inclusive Practices in Disaster Risk Reduction

Actors involved in DiDRR include Government at the different levels, national to local including cities and communities at local level, the UN System, Academic Institutions, Disabled People's Organizations Private actors, Armed Forces, Civil Society, Media, local communities Local emergency response organisations.

Data Collection

Data is essential to understanding the risks that people face during disasters and climate change situations. It is important to give effect to policies and establish norms.

The Census in 2011 did the enumeration in 8 categories of disabilities and accordingly there are 2.68 crores persons with disabilities constituting 2.21% of the country's population. The process to include all the 21 disabilities is being carried out by the Census Process for 2021. The state of Kerala did a Disability Census in 2015 covering the newly broadened types of disabilities (increased from 8 in Census 2011 to 22 as identified by the RPWD Act). This exercise at the state level is step which brought out the ground reality. Within the Department of Empowerment of Persons with Disabilities (Divyangjan) the Statistical Cell and the Unique ID collect data on disability.

Policy, Institutional Mechanisms and Inclusive Standards

Policies and their implementation need to be inclusive. Most State Disaster Management Plans in India mention disability and can lay the foundation of an inclusive strategy. Some examples are:

OSDMA has set up a cell for persons with disabilities headed by a person with disability. The cell will look into inclusion in EWS, SER, rehabilitation and resettlement. Impart training for response forces ODRAF, Red Cross, Civil Defense and community level task force volunteers. Monitoring accessibility in shelters will also be work of the cell.

The Odisha State Disaster Management Plan 2017 takes note of the vulnerability of disabled persons and the specific provision provided is related to inclusive education of children with disabilities during disasters. It also make special mention of children with disabilities and specifically 'mentally retarded' (Intellectual Disability). A Climate Change Action Plan was formulated in 2010 and a climate cell set up. Both do not include disability but there is a potential for mainstreaming.

The enactment of Kerala State Disaster Management Rules, 2007 and promulgation of Kerala State Disaster Management Policy, 2010 and Disaster Management Plan 2016 was in line with National Disaster Management Act, 2005 which marked the defining steps towards holistic disaster management in the country. The Kerala policy pays attention to the issue of relief to ensure that it reaches ‘sub-categories’ which include ‘disabled’ Recognizing the need for capacity building under, it also provides for special care in rescue and evacuation. Further a provision of social audits is made to ensure that inclusion does take place²¹.

The Maharashtra State Policy for Persons with Disabilities provides that all government departments and local governments would ensure that all their publications, notices and announcements including those for disaster preparedness are accessible to Divyangs²². In the Gujarat Disaster Management Policy persons with disabilities provides for the active involvement of ‘disabled people’ in disaster management programmes with a view to facilitating the capacity of the community to deal with disasters²³. The Jammu and Kashmir Disability Act 2018 also calls for inclusion in disasters as do the Tamil Nadu disability Rules 2017. The Delhi Disaster Management Plan presents data on persons with disabilities in the region, and also provides comprehensive disaster preparedness planning and rehabilitation and reconstruction measures for persons with disabilities²⁴.

The Minimum Standards of Relief of the Kerala state places disability within all vulnerable and recognizes the right to access of all resources such as adequate housing, water and food, healthcare facilities including psychological counseling, education and livelihood options. In case of temporary shelters, it states that special care and arrangements shall be taken for safety and privacy of inmates and accessibility sanitation/hygiene facilities etc.²⁵.

District Planning

The explanatory Notes for Preparation of District Disaster Management Plan (DDMP) of NDMA provides for disability²⁶. Many district plans follow the procedures. For instance in Karnataka, the disaster plans at district level provide for information on disability and methods of evacuation for e.g., in the District Disaster Management Plan of Dakshina Kannada District 2016-17²⁷.

In Kerala, State Disaster Management Plan 2016 is strengthened with 14 District Plans have. In Art 1.7, the Plan recommends application of the plan to threatening disaster situations or disastrous events that may affect a community beyond its inherent coping capacity irrespective of gender, disability, age, religion, caste, race or ethnicity. It also as per Art 3.12, recommends the strengthening of emergency response capabilities of differently abled. At the community level, village plans on disaster have been developed to include at the phase of pre disaster to maintain list of pregnant women, infants, disabled, sick and old people in the village²⁸.

Preparedness in Disaster Situations

Preparedness is the most important part of a disaster cycle as it reduces the effects of disasters. Inclusive disaster preparedness is very important. For persons with disabilities accessible shelters and transportation, capacity building, awareness, creating support networks, and all preparatory measures need to be taken into account.

Community Based Disaster Risk Management

A community based DRR programme has been running in India for many years. A project Integrating Disability in Community Based Disaster Risk Reduction and Response (2008-2012) has been tried out by the Odisha State Disaster Mitigation Authority (OSDMA) in collaboration with an INGO and a local NGO²⁹. The aim was to include persons with disabilities in Community Based Disaster Risk Reduction (CBDRR) at village level, mapping their capacity, skills and capacity to respond to disasters. The work resulted in OSDMA instructing District Collectors to include persons with disabilities in Community Shelter Management and Maintenance Committees (CSMMC), equipping the shelters with megaphones, wheel chairs, stretchers, and using sign language and Braille. The community and disabled experienced the first-hand knowledge on the need of inclusive approach in disaster risk reduction process. Assistive devices were distributed to enhance mobility access to shelters and early warning.

During 2008 the United Nations Development Program (UNDP) and OSDMA did an accessibility audit of a few of the shelters and ran a number of capacity building programmes with the shelter home management communities to support collective and inclusive preparedness. A key lesson learnt was that the inclusion of persons with disabilities needs to be addressed from the very beginning of the community mobilisation process, starting with their inclusion in the Vulnerability and Capacity Assessment (VCA)³⁰.

Persons with disabilities experience marginalisation in case of inaccessible shelters. Thus special provisions like ramps and retrofitting in toilets for disabled persons have been made available in the cyclone shelters constructed by the OSDMA. A long term state and civil society collaborative effort was undertaken to provide input to the World Bank. Civil Defense Organizations, St John's Ambulance and Red Cross were provided new skills for inclusion. Government officials at grass roots were also sensitized on a disability inclusive DiDRR³¹.

Early Warning Systems, Evacuation and R&R

In the Cities of Mumbai and Delhi the Police in the former have used SMS and helplines for people with communication disabilities by providing a dedicated phone number to receive requests. The Delhi Police have researched on the logistics to establish a system to receive SMS messages on a dedicated police helpline service for the deaf³². Mumbai Police have developed a

similar initiative to create a helpline service with dedicated staff. Currently, people with communication disabilities can use other dedicated cell phone numbers to send text messages to receive police assistance a very viable support in disasters.

Special attention was directed by the Department of Women and Child Development, Government of Odisha when Cyclone Phailin approached the coast in 2013. It issued an office order to ensure special attention for elderly people with disabilities, for women and children, as part of the efforts to prepare for the impending disaster³³. Thus special efforts were made to evacuate persons with disabilities. Special directions were also issued to the District Social Welfare Officers to ensure special care to pregnant, lactating women, children and persons with disabilities in pre and post cyclone period³⁴. The Government of Odisha evacuated more than a million people on a priority basis which included persons with disabilities.

In the Kerala Floods of 2018 the disability inclusive DRR programme which the KSDMA had conceptualized and implemented was according to the State a unique best practice as it helped persons with disabilities. Despite this they found that persons with disabilities were at greater risk because early warning system did not reach them and rescuing with wheel chairs was difficult. They had to cope with inaccessible toilets and lack of psycho-social support. With 8600 persons with disabilities affected a need assessment was carried out with UNDP in the lead³⁵.

A number of Disabled Peoples Organizations (DPOs) have worked in relief and reconstruction work in different disasters with local governments. They have the knowledge required in providing the methods for both relief and reconstruction.

Disability inclusive Capacity Building and Training

Capacity building and training is the most important component in preparedness. It is based on the understanding that people with disabilities must be included in all sectors and levels of DRR beginning from the community. Capacity building includes sensitizing, training and mapping every need of the person with disability. It also includes the strengthening of the individual affected and the service provider. It means developing awareness material and developing a mechanism for delivery. The Government of India's 'Harmonized Guidelines and Space Standards for Barrier-Free Built Environment for persons with Disability and Elderly Persons' of 2016 is a comprehensive guide on accessibility at all times including disasters³⁶. The Government of India has also empanelled organizations to carry out access audit. This is a valuable resource that could be used to evaluate the DiDRR process. The Government of India with UNDP and a local NGO have produced a well-known toolkit Mainstreaming disability in disaster management toolkit which provides practical application of DiDRR³⁷. The National Institute for Disaster Management (NIDM) in 2009 developed a TOT for Psychosocial care in disaster management: a training of trainers module³⁸.

The State of Kerala has made efforts at disability inclusion through capacity building. Kerala launched a full-fledged disaster preparedness training programme for persons with disabilities. In May 2016 as part of this endeavour, a Handbook on Disability Disaster Risk Reduction was released together with training materials³⁹. The material has been made accessible to persons with visual impairment, as it has been reprinted in Braille and for the speech and hearing impaired; sign language-based training materials have been prepared. For the visually impaired, with the help of the Kerala Federation of the Blind, the materials have been converted into Digital Accessible Information System (DAISY). Through this, materials can be shared among WhatsApp groups and other platforms.

DAISY develops DRR materials as it is a set of open accessible standards to develop printed materials that are accessible and allow users to navigate printed content similar to persons without print disabilities. The DAISY consortium including in India provides a wide range of tools for accessible publishing including Authoring and Production Tools (e.g. to create Digital Talking Books, Braille translators), Conversion tools (e.g. Easy Producer which converts Word files into audio-text synchronised talking books), Hardware and Software playback tools and mobile applications (e-book readers, apps and software, EPUB readers), and text-to-speech packages. Disability management authorities and organizations providing preparedness materials have been offered DAISY standards and tools to provide materials in accessible formats.

A number of International and national NGOs have produced toolkits, guidance documents. Specific actions which have been included are: Building the capacity of partners to provide rehabilitation and referral services to people with disabilities; Expanding rehabilitation services in public facilities; Promoting awareness and understanding on the part of the government and communities about respecting the rights and recognizing the needs of people with disabilities; Educating members of communities affected by weapons pollution about how to protect themselves through mass campaigns, workshops, and awareness material.

The actions in this section are minor examples of disability inclusion in disasters which could be upscaled and replicated across the country.

Chapter VI: Conclusion

Individuals with disabilities are disproportionately affected by a disaster because evacuation, response, and recovery efforts are often not geared to their needs. Yet they are the very people most likely to be excluded when it comes to disaster planning and preparedness. The barriers that confront the persons with disability in normal and emergency times need to be overcome or navigated around so the challenges facing the persons with disability are not aggravated. The disability inclusive actions are meant to thus facilitate the DRR process as implemented by the various stakeholders. The existing legal provisions do give the required mandate for inclusion.

In a broad sense inclusion is possible through the following strategies:

1. Adoption of two track methodology: This will ensure that no gaps are left and will create a system of equality as new strategies suggested will be inclusive of all high risk people.
2. Introduction of an organizational structure
 - i. Mainstreaming of DiDRR in all Government programs and policies
Research to provide cutting edge research on DiDRR and development of Protocols, SOPs etc.
 - ii. Inclusion of Disaster in the Accessible India Campaign
 - a. Awareness Promotion on Inclusion across the broad spectrum of stakeholders including the family, community, volunteers, first responders etc.
 - b. Specific corpus on disability inclusion along with mainstreaming expenditure budget

The time-lines proposed for the implementation of various activities in the Guidelines are considered both desirable and feasible, especially in cases where financial and technical constraints are not limiting factors. The listing below is suggestive and not exhaustive and not all actions have been included.

Phase 1 (within 2 years)

- a. Availability of disability-inclusive disaster risk reduction plans;
- b. Monitoring systems in place for tracking implementation of inclusive policies (including report submission);
- c. National multi-stakeholder platform formed to implement the Sendai Framework through active citizen engagement including persons with disabilities, DPOs, CBOs, NGOs, UN agencies, academic institutions, private sector and development actors.
- d. Availability of disability-inclusive training modules, materials and trainers for all relevant service personnel;

Phase 2 (2 – 5 years)

- a. Quantitative increase in disability-inclusive DRR practices at local, regional and national levels;
- b. Develop disability inclusive multi-hazard early warning systems.
- c. Collaboration and support of research in the field of data production, disaggregation and conceptualization of barriers and facilitators at academic and field level.
- d. Disaggregated data on the differential impact of disasters on the persons with disability
- e. Availability of psychosocial support service personnel that have the capacity to assist persons with disabilities affected by disasters;
- f. Availability of assistive devices and technologies for persons with disabilities in preparing for and responding to disasters.
- g. Coverage in training
- h. Corpus establishment for DiDRR

Phase 3 (> 5 years)

- a. Enforce accessible and resilient infrastructure models including schools, hospitals and shelters following the principles of universal design
- b. Sub-national and national reporting on SFDRR implementation.
- c. NGOs and DPOs programmatic interventions and report analysis.
- d. SDGs country reports.

Annexure I

Reading List

Types of Disability in India

Government of India 2016 The Schedule Specified Disability in The Rights Of Persons With Disabilities Act, 2016

<http://www.disabilityaffairs.gov.in/upload/uploadfiles/files/RPWD%20ACT%202016.pdf>

Stakeholders

List of members of India National Platform for Disaster Risk Reduction

<https://www.preventionweb.net/english/hyogo/national/list/v.php?id=79>

Alternative Formats (Language)

Promoting the Rights of Persons with Disabilities Series

<https://www.unrwa.org/userfiles/file/disability%20/DISABILITY%20TOOLKIT%20English.pdf>

Accessibility

1. Accessible India Campaign

http://disabilityaffairs.gov.in/upload/uploadfiles/files/Accessible%20India%20Campaign_Brochure.pdf

2. Resources on Barrier Free Built Environment

Government of India 2016 Accessible India Campaign ‘Harmonised Guidelines and Space Standards for Barrier-Free Built Environment for persons with Disability and Elderly Persons’.

http://disabilityaffairs.gov.in/upload/uploadfiles/files/Harmonised%20guidelinesd%20released%20on%2023rd%20March%202016_compressed.pdf

Government of India Department of Administrative Reforms and Public Grievances (DARPG), Ministry of Personnel, Public Grievances & Pension, Government of India 2018 2nd edition

3. Websites

Guidelines for Indian Government Websites available on

https://darpg.gov.in/sites/default/files/Guidelines_for_Government_websites_0_0.pdf

Legal and Institutional Framework

Government of India 2016 Gazette of India No 59, 'Rights of Persons with Disabilities Act 2016' <http://www.disabilityaffairs.gov.in/upload/uploadfiles/files/RPWD%20ACT%202016.pdf>.

Government of India 2016 National Disaster Management Plan, 2016. publication of the National Disaster Management Authority, Government of India. May 2016, New Delhi <https://ndma.gov.in/images/policyplan/dmplan/National%20Disaster%20Management%20Plan%20May%202016.pdf>.

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United Nations, 2016 Sustainable Development Knowledge Platform SDKP, 'Ensuring that no one is left behind: Position paper by Persons with Disabilities', United Nations <https://sustainabledevelopment.un.org/index.php?page=view&type=30022&nr=261&menu=3170> (accessed on 7 October 2018)

Mental Health

Government of India 2009 Guidelines: Psycho-social Support And Mental Health Services National Disaster Management Authority, National Disaster Management in Disasters <http://www.tn.gov.in/cma/PSSMHSGuidlines>.

World Bank 2003 'Mental Health and Conflict.' World Bank Social Development Notes, Social Development and Reconstruction, No. 13: http://handicap-international.fr/bibliographie-handicap/5CooperationInternationale/contextes_urgence/WBMentalHealth.pdf

Terminology

Terminology on disaster risk reduction, see UNISDR website: <http://www.unisdr.org/we/inform/terminology>, For Disability Government of India 2016 Gazette of India No 59.

Rights of Persons with Disabilities Act 2016' <http://www.disabilityaffairs.gov.in/upload/uploadfiles/files/RPWD%20ACT%202016.pdf> and UN Sites.

CBDRR

Handicap International 2008 Mainstreaming Disability in Community Based Disaster Risk Reduction: A Training Manual for Trainers and Field Practitioners. New Delhi . New Delhi

Handicap International 2010 Integrating Disability in Community Based Disaster Risk Reduction and Response: A Practical Guide. New Delhi.

Reports

Government of India 2018 Annual Report 2017-18 Government of India Ministry of Social Justice and Empowerment Department of Empowerment of Persons with Disabilities (Divyangjan)

International Federation of Red Cross and Red Crescent Societies 2007 ‘Disability and disasters: towards an inclusive approach.’ (2007). World Disasters Report: Focus on discrimination. International Federation of Red Cross and Red Crescent Societies: <http://www.ifrc.org/Global/Publications/disasters/WDR/WDR2007-English.pdf>

Gender

Kapoor, Aditi, 2012. A gender Policy Framework for State Action plans on Climate Change (SAPCCs) Policy Brief. March 2012. Submitted to Ministry of Environment and Forest

P. Gonzalves-Riancho et al. 2015 “A contribution to the selection of tsunami human vulnerability indicators: conclusions from tsunami impacts in Sri Lanka and Thailand (2004) Samoa (2009) Chile (2010) and Japan (2011) in Natural Hazards Earth System Sciences 15, 1493-1514.

Annexure II

Disabilities as per RPWDA

Specified Disability

1. Physical disability.– A. Locomotor disability (a person's inability to execute distinctive activities associated with movement of self and objects resulting from affliction of musculoskeletal or nervous system or both), including–

(a) "leprosy cured person" means a person who has been cured of leprosy but is suffering from – (i) loss of sensation in hands or feet as well as loss of sensation and paresis in the eye and eye-lid but with no manifest deformity; (ii) manifest deformity and paresis but having sufficient mobility in their hands and feet to enable them to engage in normal economic activity; (iii) extreme physical deformity as well as advanced age which prevents him/her from undertaking any gainful occupation, and the expression "leprosy cured" shall construed accordingly;

(b) "cerebral palsy" means a Group of non-progressive neurological condition affecting body movements and muscle coordination, caused by damage to one or more specific areas of the brain, usually occurring before, during or shortly after birth;

(c) "dwarfism" means a medical or genetic condition resulting in an adult height of 4 feet 10 inches (147 centimeters) or less;

(d) "muscular dystrophy" means a group of hereditary genetic muscle disease that weakens the muscles that move the human body and persons with multiple dystrophy have incorrect and missing information in their genes, which prevents them from making the proteins they need for healthy muscles. It is characterised by progressive skeletal muscle weakness, defects in muscle proteins, and the death of muscle cells and tissue;

(e) "acid attack victims" means a person disfigured due to violent assaults by throwing of acid or similar corrosive substance.

B. Visual impairment–

(a) "blindness" means a condition where a person has any of the following conditions, after best correction– (i) total absence of sight; or (ii) visual acuity less than 3/60 or less than 10/200 (Snellen) in the better eye with best possible correction; or (iii) limitation of the field of vision subtending an angle of less than 10 degree.

(b) "low-vision" means a condition where a person has any of the following conditions, namely:– (i) visual acuity not exceeding 6/18 or less than 20/60 up to 3/60 or up to 10/200 (Snellen) in the better eye with best possible corrections; (ii) limitation of the field of vision subtending an angle of less than 40 degree up to 10 degree.

C. Hearing impairment– (a) "deaf" means persons having 70 DB hearing loss in speech frequencies in both ears; (b) "hard of hearing" means person having 60 DB to 70 DB hearing loss in speech frequencies in both ears;

D. "speech and language disability" means a permanent disability arising out of conditions such as laryngectomy or aphasia affecting one or more components of speech and language due to organic or neurological causes.

2. Intellectual disability, a condition characterized by significant limitation both in intellectual functioning (reasoning, learning, problem solving) and in adaptive behaviour which covers a range of every day, social and practical skills, including– (a) "specific learning disabilities" means a heterogeneous group of conditions wherein there is a deficit in processing language, spoken or written, that may manifest itself as a difficulty to comprehend, speak, read, write, spell, or to do mathematical calculations and includes such conditions as perceptual disabilities, dyslexia, dysgraphia, dyscalculia, dyspraxia and developmental aphasia; (b) "autism spectrum disorder" means a neuro-developmental condition typically appearing in the first three years of life that significantly affects a person's ability to communicate, understand relationships and relate to others, and is frequently associated with unusual or stereotypical rituals or behaviours.

3. Mental behaviour,– "mental illness" means a substantial disorder of thinking, mood, perception, orientation or memory that grossly impairs judgment, behaviour, capacity to recognise reality or ability to meet the ordinary demands of life, but does not include retardation which is a condition of arrested or incomplete development of mind of a person, specially characterized by sub normality of intelligence.

4. Disability caused due to–

(a) chronic neurological conditions, such as–

(i) "multiple sclerosis" means an inflammatory, nervous system disease in which the myelin sheaths around the axons of nerve cells of the brain and spinal cord are damaged, leading to demyelination and affecting the ability of nerve cells in the brain and spinal cord to communicate with each other;

(ii) "parkinson's disease" means a progressive disease of the nervous system marked by tremor, muscular rigidity, and slow, imprecise movement, chiefly affecting middle-aged and elderly people associated with degeneration of the basal ganglia of the brain and a deficiency of the neurotransmitter dopamine.

(b) Blood disorder–

- (i) "haemophilia" means an inheritable disease, usually affecting only male but transmitted by women to their male children, characterised by loss or impairment of the normal clotting ability of blood so that a minor wound may result in fatal bleeding;
- (ii) "thalassemia" means a group of inherited disorders characterised by reduced or absent amounts of haemoglobin. (iii) "sickle cell disease" means a hemolytic disorder characterised by chronic anemia, painful events, and various complications due to associated tissue and organ damage; "hemolytic" refers to the destruction of the cell membrane of red blood cells resulting in the release of hemoglobin.

5. Multiple Disabilities (more than one of the above specified disabilities) including deaf blindness which means a condition in which a person may have combination of hearing and visual impairments causing severe communication, developmental, and educational problems.

6. Any other category as may be notified by the Central Government.

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https://www.unisdr.org/2014/iddr/documents/2013DisabilitySurveyReport_030714.pdf (Accessed 19th October 2018)
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