

Disability Inclusiveness in Disaster & Risk Reduction Management in Fiji

Concept Note - AUSAID

**PACIFIC DISABILITY
FORUM**



*"A PARTNERSHIP OF PACIFIC ORGANIZATIONS
OF AND FOR PEOPLE WITH DISABILITIES"*

1. Analysis

According to the 2010 Asia-Pacific Disaster Report, people in the Asia-Pacific Region are four times more likely to be affected by natural disasters than those in Africa and 25 times more likely than those in Europe.

The report considers the socio-economic impact of disasters, and suggests ways of reducing vulnerability to disasters to protect development gains. It emphasizes that disaster losses are linked to and exacerbated by poverty, and that the vulnerability of the poor stems from multifaceted socio-economic and environmental imbalances. It also claims that unless these imbalances are addressed, people who are constantly exposed to disaster risk are more likely to remain poor and more vulnerable to disasters. The World Conference on Disaster Reduction, in adopting the Hyogo Framework for Action 2005-2015, Building the Resilience of Nations and Communities to Disasters, recommended the strengthening of the implementation of social safety-net mechanisms to assist the poor, the elderly and persons with disabilities.

Natural disasters, including cyclones, earthquakes, tsunamis, floods, droughts and volcanic eruptions, constitute a significant part of the vulnerability of Pacific island countries. 11 out of 14 countries are in the high risk category for coastal flooding: 8 in the same category for drought: 8 for tsunamis. Factors that contribute to this vulnerability are the high impact that disasters have proportionate to the size of the country; the fragility of island environments; the wide distribution of communities and the remoteness of populations; and degradation of traditional coping measures. To this list can be added increasing environmental degradation and the high risk of ecological disasters.

Given its geographic location and geophysical characteristics, Fiji regularly experiences natural disasters of geological and hydro-meteorological origin. In the past 37 years, Fiji reported a total of 124 natural disasters, affecting almost all parts of the country. Tropical cyclones accounted for 50 per cent of the events, followed by floods (33 per cent) and earthquakes (8 per cent).

These natural disasters had a considerable impact on the lives and livelihoods of the people of Fiji. The total direct cost associated with disaster events in Fiji between 1970 and 2007 was an estimated US\$532 million. Only 17 per cent of all the events accounted for 86 per cent of this total cost. These statistics reflect only the 104 disaster events (51 per cent) for which the government reported cost estimates. Cyclones were the highest contributor to the total costs reported during 1970 to 2007, reflecting their dominance in terms of number and frequency.

In the Pacific region including Fiji, minimum care and service are to a large extent provided for people with disabilities in the traditional family and community context. The environment has been designed without consideration for the special needs of

persons with disabilities. Physical obstacles as well as social and attitudinal barriers prevent citizens with disabilities from participating in community life. People with disabilities are often isolated and shunned. Their opportunities for appropriate health care and basic human rights for pre and post disaster risk preparedness are often denied and overlooked.

The Pacific Disability Forum is a charitable trust which was formed in July 2004 following a growing momentum in the Pacific region to recognise the potential of people with disabilities. Its purpose is to “Promote and facilitate regional cooperation on disability related concerns for the benefit of people with disabilities”.

The Pacific Disability Forum identifies its **VISION** as;

“..a Pacific society that is culture positive and inclusive of indigenous cultures, gender equitable, barrier free and rights based, that promotes full participation and equality of opportunities for all persons with disabilities in all aspects of life, and includes children, women and men in isolated island atolls, remote, rural and urban areas.”

The **MISSION** of the organisation is to:

“Improve the situation of persons with disabilities in Pacific Island countries and territories by realizing and fulfilling the stated philosophy and Objectives of the Pacific Disability Forum through building and strengthening the capacity of the regions national organisations to provide practical services, humanitarian support and advocacy services to their members and clients.”

The membership requirements of the Pacific Disability Forum include any organisation or individual that:

- Supports the policy and objectives of the PDF
- Has a genuine interest in disability related concerns in the Pacific region
- Is located or substantially operates in the Pacific region

Full membership requires that the member is:

- A non-governmental organisation
- An organisation of or for people with disabilities
- Is operating within a Pacific country
- Represents women with disabilities, young people with disabilities (under 25 years), indigenous peoples with disabilities

PDF membership in the Pacific

	<i>Country</i>	<i>Associate Members</i>	<i>Full Members</i>
1	Australia	6	4
2	Cook Islands	1	1
3	Fiji	1	5
4	FSM		1
5	Kiribati		1
6	Nauru	1	1
	New Caledonia (Territory)		1
7	New Zealand	2	4
	Palau	1	
8	PNG	1	1
9	Samoa		1
10	Solomon Is		1
11	Tonga	1	2
12	Tuvalu	2	
13	Vanuatu		1

Full members – 25 in 13 countries

Associate Members – 17 in 9 countries

Total membership – 42 in 14 countries

Through extensive consultation the Pacific Disability Forum have identified the key Objectives for the organisation as:

Goal: To eliminate poverty for people with disabilities in the region

Purpose: To strengthen the capacity of the regions National Disabled Persons organisations (DPOs) to provide practical services, humanitarian support and advocacy services to their members and clients.

Objectives:

1. To develop a responsive Regional organisation with requisite resources and financial stability to articulate and pursue the concerns of persons with disabilities in the Pacific Region with governments, decision makers and other relevant organisations on a national, regional and international basis.
2. To build and strengthen the capacity of national DPOs in the region.

3. To support national DPOs and stakeholders in the region in raising public awareness on the concerns of persons with disabilities
4. To promote Gender Equality by empowering women with disabilities through national DPOs, Women with Disability groups, focal points on disability and CSOs.
5. To promote the adoption of the disability-inclusive approach and mainstreaming of disability perspectives in policies, plans of governments, development agencies and CSOs in the region.

In responding to the growing concern regarding the vulnerability of people with disability before, during and after disasters, PDF is committed to activating a national disability inclusiveness programme in Fiji with the support of AusAID to ensure that vulnerable populations in developing countries are able to withstand the deadly impacts of disasters like earthquakes, floods, tsunamis, droughts and cyclones.

Realising that such an initiative has not been extensively implemented in Fiji; PDF is responding to the outcome discussion from the Pacific Humanitarian Team (PHT) 3rd Annual Regional Workshop on Disaster Preparedness and discussion with Fiji's National Disaster Management Office (NDMO) and Fiji Red Cross Society in considering a Disability Inclusiveness Disaster Risk Reduction/Management project to be implemented in Fiji.

This project will be part of AusAID's on-going initiative with the National Disaster Management Office (NDMO). PDF will work with its Fiji member, the Fiji Disabled People Association (FDPA) in collaborating with the relevant stakeholders to map out a strategy that would be inclusive for all peoples with disability in Fiji.

Initial discussion between NDMO, FRCS, PDF and FDPA concerning potential partnership for this project strongly supports the following:

- For PDF to work closely with FDPA in building the capacity of its members to understand and meet their needs before, during and after a disaster.
- For the inclusion of people with disability in the different National Working committees such as the NDMO, and the National Disaster Management Committee for stronger political engagement, better understanding of disability issues and to ensure necessary services are provided before, during and after disasters. (Top down approach from Government level to communities.)
- To work with the Fiji Red Cross and NDMO in providing advocacy and capacity development in community mobilization in disaster risk preparedness for people with disability. (Bottom up approach from communities up to Government level.)

The development of Disaster Preparedness programmes has been evident on the agenda of Pacific National Governments who are prone to natural disasters. PDF in developing its new strategic plan for 2011 – 2016, is adamant that its members need to be aware of and develop their capacities in regard to emerging issues such as climate change. With more focus diverted to emerging issues and programmes targeting mitigation of risks, PDF will embark on marketing drives to win donor confidence in ensuring that people with disabilities are treated equally and included in planning and preparations before, during and after disasters.

PDF has been involved in discussions with NDMO and FRCS to allow a better work relationship for FDPA. It is crucial to maintain this relationship as are the key stakeholders during national disasters. Other key stakeholders that PDF/FDPA needs to work closely with are:

- Members and affiliates of the FDPA
- Community members
- Mainstream media, NGOs etc
- Cabinet Ministers (policy makers)

The main overarching convention that complements the work of PDF in the area of disaster preparedness is the Convention on the Rights of Persons with Disabilities (CRPD) with supporting policies from the convention on the Elimination and Discrimination against Women (CEDAW) and the Conventions on the Rights of the Child (CRC). At the regional level, the Pacific Regional Strategy on Disability 2010-2015, the Asia-Pacific Decade of Disabled Persons (2003-2012), the Biwako Millennium Framework for Action and Biwako Plus Five provide the much needed leadership from governments in Pacific Island countries towards this important activity.

According to Article 11 of the CRPD, States Parties shall take, in accordance with their obligations under international law, including international humanitarian law and international human rights law, all 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.

It is important to take into account that when women with disabilities are involved in these disaster preparedness programs they are also developing the types of humanitarian assistance that is needed for their communities especially when they are the women “at risk”. The point that needs to be reiterated is that women and girls with disabilities are vulnerable at times of disasters and may be victims of violence, harassment and abuse in evacuation centers.

PDF will work towards replicating similar projects with their Disability Peoples Organisations (DPOs) in other Pacific island countries building on the lessons learnt from Fiji as many Pacific Islands are also prone to disasters and have experience destructive disasters that have affected their vulnerable population groups.

2. Activity Description

The project will base its activities on helping to address three of the five identified PDF objectives namely:

1. To build and strengthen the capacity of national DPOs in the region.
2. To support national DPOs and stakeholders in the region in raising public awareness on the concerns of persons with disabilities
3. To promote the adoption of the disability-inclusive approach and mainstreaming of disability perspectives in policies, plans of governments, development agencies and CSOs in the region.

The different activities supporting the PDF programme objectives would be clustered into four different phases.

Phase 1

Phase one involves strengthening the capacity of FDPA and its members at the respective 10 branches around the country. This initial phase will allow PDF/FDPA to develop its capacity through implementing a needs assessment of its members before, during and after a disaster. The outputs of this phase will be presented to the social actors or key stakeholders for integration into their respective work plans. The desired outcomes of phase one includes

- Improved understanding of the current practice of disaster preparedness in the context of people with disabilities.
- Improved knowledge of the contact details and needs of PDF/FDPA members before, during and after disasters.
- Improved knowledge and understanding of disaster risk reduction by members of PDF/FDPA.

Phase 2

Phase two involves integration of findings and outcomes from Phase one into current disaster and risk preparedness systems and programmes by relevant social actors. This activity allows for disability inclusiveness to be institutionalized by the identified key stakeholders such as the Fiji National Disaster Management Plan and Fiji Red Cross Disaster Plan. The desired outcomes from phase two include:

- Disability Inclusive National Disaster Preparedness Management Plan and FRCS Disaster Plan
- Media taking lead role in advocacy and disseminating relevant and timely information to the public of disability inclusiveness.
- PDF/FDPA improved profile through national workshop with key stakeholders.

Phase 3

Phase three involves the implementation of the new National Disability-Inclusive Action plan and procurement of supplies to meet the needs of people with disabilities during and after disasters.

The focus in this phase is to mainstream disability inclusiveness into the current National Disaster Management Plans; whereby most costs will be met by the stakeholders with PDF/FDPA to complementing costs of people with disability involvement.

The procurement of emergency needs that will be distributed to people with disability after Assessment will be implemented by PDF/FDPA in this phase. This process will also involve the procurement of supplies and storage of emergency supplies. PDF/FDPA will work closely with FRCS/NDMO responding to the needs articulated by people with disabilities during disaster. This could be brought into the mainstream emergency response by FRCS and NDMO. The following desired outcomes include:

- National Disability Inclusive Disaster Risks Preparedness Training plans with participation from PDF/PDF/FDPA members
- Disability inclusiveness Assessment forms for reporting on disasters – incorporated into existing NDMO & FRCS assessment forms
- Assessable locations for people with disabilities during disaster
- Emergency responses during and after disasters should be disability inclusive
- Disability inclusiveness in National Disability Management Committees
- Improved awareness of the general public including rural communities
- Disability Inclusiveness in media publicity on disaster risk preparedness

Phase 4

Phase four will involve PDF facilitating a feedback and evaluation process, where FDPA representatives who took part in Phase 1 – 3 will share their experiences, knowledge, resources and develop any lessons learnt. The desired output of this phase includes:

- A comprehensive report to AusAID by PDF on the outcomes and impact of the project.

Proposed Outcome of Project

The designed activities for the project will accumulate outcomes to assist in achieving PDF's purpose of strengthening the capacity of FDPA to provide practical services, humanitarian support and advocacy services to their members and clients.

At the end of the project, Fiji will have capacity to meet the humanitarian needs of people with disabilities, who have been affected by a disaster:

- through pre-positioned emergency supplies specific for people with disabilities collaborating with NDMO and FRCS;
- the national disaster assessment system includes the impact on and needs of people with disabilities;
- and the issues of people with disabilities will be addressed through various mechanisms at different levels.

Design, Implementation and Resourcing

To maximise time and resources, it is proposed that the project duration will run from April 2011 – June 2012. Project budget and explanatory note attached will identify all needed resources to ensure smooth and efficient implementation of the project.

PDF will enter into an agreement with FDPA through a Memorandum of Understanding to initiate the proposed Fiji Pilot Project with PDF/FDPA playing a leading role in conducting the disaster preparedness awareness programme. PDF will play a coordinating and supporting role in building the capacity of PDF/FDPA in implementing Project.

Project Time frame & Outputs matrix

Activity	Time frame	Required Outputs	Indicators
Phase one	April – Jun 2011	<ul style="list-style-type: none"> • National workshop for representatives from PDF/FDPA • Follow training workshop with members at PDF/FDPA branches • Report on identified gaps for disability inclusiveness • Database on contact, location and needs assessment • PDF/FDPA follow up with members for report on capacity development of members on disaster Risk Preparedness 	<ul style="list-style-type: none"> • 1 national workshop for PDF/FDPA and 2 representatives from its 10 branches for 2 days • Assessment visitations in all FDPA branches • Database on contact and special needs of all people with disability before, during and after disaster – past experience • Report by PDF/FDPA of consultation with FDPA members
Phase two	July 2011	<ul style="list-style-type: none"> • Convening of a national workshop with relevant social 	<ul style="list-style-type: none"> • 1 national workshop for representatives from NDMO,

		<p>actors to build their capacity on the findings of phase one.</p> <ul style="list-style-type: none"> • Development of a Disability Inclusive Action plan – mainstreaming disability related issues • Advocacy and disseminating relevant and timely information to the public of disability inclusiveness through media 	<p>FRCS, media, NGOs, - 20 participants</p> <ul style="list-style-type: none"> • Report of workshop • Disability Inclusive Action plan • Follow meeting between PDF/FDPA and NDMO • Follow meeting between PDF/FDPA and NDMO
Phase three	July 2011 – May 2012	<ul style="list-style-type: none"> • National Disability Inclusive Disaster Risks Preparedness Training plans (NDMO & FRCS) with participation from PDF/FDPA members • Disability inclusiveness in National Disability Management Committees • Advocacy and information to general public including rural communities • Disability Inclusiveness in media publicity on disaster risk preparedness • Procurement of disability emergency needs • Storage of emergency supplies with FRCS and NDMO 	<ul style="list-style-type: none"> • Implementation of disability inclusiveness Disaster Risk trainings by NDMO & FRCS • PDF/FDPA attending national disaster management meetings • Media awards for best disability inclusiveness stories –3 categories – print, radio and TV • Purchase and procurement of emergency supplies for people with disabilities • Identification of storage for emergency supplies
Phase four	May – June 2012	<ul style="list-style-type: none"> • A comprehensive report to AusAID by PDF on the outcomes and impact of the project 	<ul style="list-style-type: none"> • Annual Report to AusAID

PDF has a strong commitment to monitoring and evaluation, and believes that monitoring and evaluation is good management practice, especially that which encourages self-evaluation as a regular activity. PDF and its members understand that the basis of monitoring & evaluation is good management practices which enable self-

evaluation as a regular activity. This approach leads to understanding of what works and why in order to ensure on-going and appropriate responsiveness. As the PDF develops, a better understanding of the value and practices of monitoring & evaluation continues to emerge.

As well, the concept of learning by all involved has led to more interest in exploring monitoring & evaluation methods that ‘fit’ with Pacific culture. Performance Stories were one of several models of monitoring & evaluation being explored by PDF. The CEO attended a training course on “Most Significant Change”, which is a way of monitoring this model and NZAID have been supportive of this model.

This feedback and evaluation will be undertaken by PDF Secretariat who will work with PDF/FDPA to assess how effective the project has been implemented and how it has contributed to persons with disabilities in Fiji. The report will provide the basis for a stronger proposal to be replicated in other Pacific Island Countries and Territories and building the capacity of DPOs to address disaster preparedness.

The risk management framework is to assist the PDF to consider those issues which may affect the successful implementation of this programme. The PDF, at this stage, has only identified key issues and will revisit this quarterly.

Challenges and risk management strategies faced by the project may include:

Risk	Risk Management Strategies
Capacity of PDF/FDPA to effectively implement project	PDF will continuously monitor the activity and will provide the necessary support for PDF/FDPA
Activity monitoring and evaluating of each phase	PDF will provide capacity development in activity monitoring and reporting
Financial and documentation reporting from FDPA to PDF	PDF M&E process will identify gaps and will advise accordingly
Involvement of stakeholders in the project	PDF/FDPA will develop partnership with key stakeholder so they have ownership of the project.
Ensuring that all people with disability in Fiji who are not member of FDPA benefit from this project	FDPA to work closely with Fiji Provincial Administrators to strengthen their link to all members of the communities.