"Are we included in your plan?"

Report on Auckland Disability community Hui on Planning for emergencies



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List of abbreviations

Abbreviation	Stands for
AEM	Auckland Emergency Management
CDC	Civil Defence Centre
DAP	Disability Advisory Panel
DRR	Disaster Risk Reduction
DSP	Disability Service Provider
WREMO	Wellington Region Emergency Management Office

Mihi

He mokopuna tātou nō Ranginui rāua ko Papatūānuku. In te ao Māori, we all descend from the Sky Father and Earth Mother. In Aotearoa and internationally, we're not protecting our taiao enough and the huarere (weather) is becoming more unstable and more extreme. Floods such as the one in 100-year Auckland anniversary floods in 2023 and cyclones like cyclone Gabrielle will become more frequent. We experience or could experience other emergencies too, like the COVID-19 pandemic.

Are we prepared? Are our communities prepared? How will we make sure that our disabled whānau don't get left behind?

We pay tribute to all, and especially disabled whānau in Aotearoa and around the world who have passed too soon due to an emergency or to the inadequacy of response.

Auckland Council's Disability Advisory Panel (the Panel) held a disability community hui on emergency planning on 13 November 2024 at the Freemans Bay Community Hall, which is part of the tuku whenua gifted from Ngāti Whatua Ōrākei. E rere ana ngā mihi ki a rātou, otirā, ngā mihi atu ki ngā iwi katoa ki te rohe o Auckland Council.

Many hearts, minds and hands made this hui possible. A special thank you to our four hui panel presenters Abbie Twiss, Kramer Hoeflich, Patti Poa and Sally Britnell for sharing your experiences and insights. Thank you to all of our presenters, facilitators, note-takers, videographer and spoken word artist. The Auckland council staff who went above and beyond for the day to flow smoothly brought this hui to life. Many of the above people also provided valuable suggestions on this report. Ka nui te mihi ki a koutou.

As one of our hui presenters Patti Poa (Ngāpuhi-nui-tonu) said, "mine is about the belief that without our whenua, without the wellbeing of our land, it affects our wellbeing. So, if our councils and our government want this whenua to remain well, they need to look after it".

He whakataukī, manaaki whenua, manaaki tangata, haere whakamua.

Care for the land and care for the people to go forward.



Executive summary

Background

Recognising the critical need to focus on disability-inclusive emergency preparedness and response in Aotearoa and in the Auckland region, Auckland Council's Disability Advisory Panel (DAP) took the opportunity to focus our community engagement for the 2023-2025 term on this topic. The DAP ran a hui attended by about 60 people aiming to

- Foster relationships and shared knowledge between disability community and sector, and agencies and elected representatives with key roles within emergency response
- Constructively share learnings from Auckland's 2023 extreme weather events
- Use learnings to inform local and regional emergency preparedness and response plans.

Disabled leadership, supported by Council staff, was core to the design and running of the hui. Consideration was given to accessibility (step-free access, room size, microphone system, NZSL interpreting, koha for disabled presenters who were not staff etc.).

The hui included a range of panels and presentations from disabled people with experience of, or policy experience in responding to, extreme weather, as well as key emergency management representatives.

Discussion sessions covered the following questions:

- What practical resources, trainings, or support would you, your whānau or your organisation like to have, regarding:
 - a) emergency preparedness so that you are better prepared for an emergency.
 - b) at the actual time of an emergency and during the response afterwards so no one is left behind.
- At the time of an emergency, what do I have, what do I need, what can I offer?
 Participants could respond for themselves or for their organisation.

Outputs from the hui included a media release, this synthesis report, a 2.5-hour recording for internal and on-request use, presentations to Council committees about the event, documenting accessibility learnings internally for Council, and using this event as an example of advisory panel community engagement for panel inductions.

To analyse the themes from the hui, a transcript from the hui recording was used, along with notes from table discussions and feedback forms.



Korero from the disability community and sector

There were many learnings and suggestions from past experiences in emergencies, or knowledge of what is essential to our community's wellbeing, that disabled people, whānau and service providers shared.

Affordable emergency preparedness and response

Disabled people are disproportionately living in poverty so affording emergency preparedness and response costs becomes harder. Suggestions included being connected with disability service providers in advance, and simpler insurance processes for disability equipment.

Multidimensional disability and culturally safe response

The importance of disabled leadership in all stages of preparation and response came through, including as a means of combating ableism and slowness of systems to take disability priorities seriously. Cultural safety needs to be considered alongside. Working in partnership with the disability community before, during and after emergencies to codesign and collaborate was highlighted.

Service providers as first responders

It was clear that disability service providers (DSPs) were, and need to be, frontline workers in response. DSPs also needed support around them, lest organisations gather critical information which was not acted on, or found themselves under-prepared for the scale of need.

Localised and wrap-around response

Further characteristics of good first response included localised and wrap-around approaches.

Minimising distress

There was a need to minimise the impacts of the unfamiliarity and distress that comes with emergencies, arising from everything from inaccessible information to disruption of routine.

Evacuation and transport logistics

The need for far better coordination among those responsible for the safety of building occupants with evacuation plans was raised. There was frustration with apartment building owners not taking requisite responsibility for ensuring planning was in place for evacuation of disabled people in multi-story units. Needing back-up transport plans for those who may get stranded despite best attempts was highlighted.



Accessibility of civil defence centres and other evacuation locations

While AEM mentioned that Civil Defence Centre (CDC) accessibility is a priority focus, knowledge about what could be expected at CDCs and Community Emergency Hubs was low. The needs could also be quite specific e.g. whether they have a blender in the kitchen for those needing food prepared this way? Asked about accessibility maps, it was noted that it is difficult to get to the level of specificity required, and it is important to have the information available to screen reader users as well.

Necessities, medication and mobility aids

There was emphasis on the importance of having things necessary for one's survival to hand as much as possible, or the support to make that possible, including medication, mobility aids and equipment. Needs of service animals who might spook and challenges buying medication and food online were raised. A regional map of power generator locations could be helpful as loss of power is a massive risk for many disabled people.

Timely, accessible information and communication

The need for timely, accessible and relevant preparedness and response information was a persistent theme. Information needed to be accessible to Deaf whose primary language is NZSL, with captions, for screen reader users including descriptions of maps and images, in Easy Read and using social stories. It needed to be available across a range of mediums – web, radio, TV, social media - with contingencies for power outages. One suggestion was to have an app as a central information hub. Information needed to cover questions that disabled people had, like whether evacuation centres were going to be accessible to them and where to get assistance, including via an accessible means of communication.

Eligibility for support and unrecognised need

Eligibility for disability-related support during emergencies can be more flexible than usual, but often this is not known or communicated. The breadth of invisible / non-apparent disability within our communities was also noted.

Whānau and community networks are key

There was emphasis on the utility of having connections with trusted support people, whether that was whānau, flatmates, neighbours or community groups like churches in advance of emergencies to draw on.

Sharing learnings and resources

There is a need for better networking. For instance, a Council staff member involved in the flood response noted that there are a lot of learnings organisations have from these events, and resources developed which may not have been shared since.



Messages and feedback from emergency response agencies

Greg Morgan who holds the disability portfolio for Auckland Emergency Management (AEM) presented to the hui. He covered the four Rs (reduction, readiness, response, recovery), top emergencies to prepare for in Auckland, tips for getting ready, and available resources including local board Emergency Readiness and Response plans. Relevant initiatives underway in Auckland included training Council staff in setting up and operating civil defence centres, which will lead into testing the processes and systems used in these centres alongside disability community partners in 2025.

Nationally, a disability-related emergency preparedness booklet has been created and will be launched iteratively in 2025 as feedback is added. It will be available in alternate formats.

A recovery navigator team lead explained that if you were impacted by severe weather events from 2023, you can reach out to Auckland Council's team of recovery navigators and community partners for support.

Recommendations, feedback and conclusion

Recommendations are listed here.

The value of the hui and importance of collaboration came through strongly from a range of participants across disability community and sector, council staff, and emergency response agencies. Emergency response agencies recognised the importance of meaningful disability community and sector involvement.

Participants noted take-aways such as the four Rs, some logistical improvements (e.g. more time) and most prominently a strong desire for action following the hui.

Limitations of the hui included its short length (4.5 hours) and the stronger focus on floods which means responses to other types of emergencies were less well canvased.

We came away with the wero posed by spoken word artist Emma Cooper-Williams:

"Are we included in your plan?

[...]

"There is power in collaboration, so we are prepared for any situation."



Wero – "are we included in your plan?"

Disabled spoken word artist Emma Cooper-Williams wrote the following spoken word poem specifically for this hui which grounds the kaupapa and offers a strong wero (challenge).

Are we included in your plan?

Are we included in your plan?

Do you see yourself first when you consider the worst?

We experience climate change under the same sky

Where's your belief in leadership of, and by those who are most impacted?

How do you carry on talking about us without us, oblivious to the minimization of our position?

Does our position of vulnerability in a disaster, fit the design of the one size fits all streamlined approach you're after?

Building resilience to climate change takes collectives.

Collect your thoughts and consider your thoughts in the context of a wide and intersectional solution.

Do you want to create another problem, or be part of the solution?

Who can access the wider plans in times of need?

Do the thoughts you've put down on paper come in Easy Read?

I see you're more hesitant to be planning about us, without us, now.

But is how we're planning about us, accessible to all of us?

There's no power in your plan, unless you consider power in your plan.

Power from generators to support sustaining lives.

Power in investing in an approach that values all of our lives.

Power so we can mobilise with the extensions of our bodies, please realise.

There is power in collaboration, so we are prepared for any situation.



Background

Disability-responsive Emergency preparedness in Auckland

Being prepared for emergencies, from earthquakes to pandemics, has always been critical, but as climate disruption intensifies, the need becomes even more acute. Historic and present-day effects of systemic ableism mean that disabled people globally experience severe inequities leading to disadvantage including much higher rates of poverty, inadequate education and healthcare access, un- and underemployment and information and communication deficits. ¹

The destabilising nature of living in such a degree of deprivation has been referred to as living in a state of "chronic crisis".² Thus, the event of an emergency or acute crisis adds another layer on top of this precarious backdrop.

Human rights protections in Article 11 of the UN Convention on the Rights of Persons with Disabilities affirm that states need to ensure disabled people's protection and safety in emergencies and disasters.³

However, internationally, literature has consistently shown disabled people to be far more likely to experience severely heightened inequities in disaster times, including loss of life. In Aotearoa, as identified in a 2023 literature review conducted for Auckland Emergency Management, some barriers to preparedness were identified as poverty and financial access, challenges with community connectedness, inaccessible communications, and placing a disproportionate burden on disabled people for their preparedness regarding their support and service animals. ⁴

Conversely, the literature review found that preparedness is enhanced through the following themes:

- Representation and participation in preparedness planning
- Trust building and relationships including between disability community and sector, and emergency response agencies
- Accessible communication of general and disability-specific information, including in accessible formats, accounting for low literacy and low digital access
- Training and education, both in relation to emergency preparedness of disabled communities, and of emergency response agencies working with the disability community.

¹ UN Flagship Report On Disability And Development 2024

² Danylevich, T., & Patsavas, A. (2021). Cripistemologies of crisis: emergent knowledges for the present.

³ UNCRPD Article 11

⁴ Donald Beasley Institute. (2023). *Disaster resilience and disability: Nothing without us*. Auckland Council.



It concluded that:

[F]or preparedness, DRR [disaster risk response] and resilience strategies to be responsive to disabled people, it is necessary to both acknowledge and respond to the systemic ableism that disabled people experience in their everyday lives, while also ensuring that disabled people are supported to lead any and all planning, strategies, policies and programmes that affect them. [...] a shift in thinking is required, whereby disabled people are no longer considered recipients of care, but are instead understood as experts of their own experiences [...] when the most affected are placed at the centre of preparedness, DRR and strategies, then all people affected by disaster will benefit and the resilience of the whole community will be lifted.

The Disability Advisory Panel's work plan supports these themes, articulating that the DAP "inspires and supports Auckland Council to value and utilise the expertise and leadership of disabled people. [DAP's vision is that] Council embeds disability impact thinking and universal design as business as usual across places, access, climate action, the council workforce, governance and digital inclusion."

Although their primary function is advisory, as part of their work programme Auckland Council's demographic advisory panels may choose to run a community engagement activity.

Having identified a gap in disability community emergency preparedness and response, and given this theme was among the DAP's work plan priorities, the Panel chose to focus an engagement on this topic.

Purpose of hui

The purpose of the emergency planning hui was to facilitate a disabled community-led conversation to

- Foster relationships and shared knowledge between disability community and sector, and agencies and elected representatives with key roles within emergency response
- Constructively share learnings from Auckland's 2023 extreme weather events
- Use learnings to inform local and regional emergency preparedness and response plans.



At the hui, Áine (a co-facilitator and the author of this report) concluded setting out the kaupapa by emphasising the importance of leaving no one behind.

We're often left with less agency in emergencies than we might like, especially as disabled people. Feeling like we're not actually able to navigate ourselves out of the situation or support other people as much as we might like to be and it can sometimes feel quite disempowering, it's quite easy to feel like a burden. In those situations, you would tell your friends that they're worth saving. They're worth it. So are you, and so are we all. So that's the kaupapa - leave no one behind.

Expected outcomes included the overall experience being constructive and positive while not shying away from challenging topics (such as the propensity for the infrastructure for meeting disabled people's basic needs being ill-equipped for emergencies).

Specifically, it was hoped that disability community and sector representatives would:

- Have more familiarity with the roles and responsibilities of Auckland Emergency management, along with relevant emergency management processes in the city generally
- Organisationally know how to reach Auckland Emergency Management (AEM) and where to go if they have questions or need support to build their capacity for emergency response
- Feel that a) AEM and b) elected representatives are listening and responsive to disability community & sector needs
- Go away with some actionable ideas for starting or strengthening their (personal / whānau / organisational) emergency preparedness.

AEM, Council staff, and elected representatives would:

- Gain a greater appreciation for the challenges disabled people, whānau and disability organisations experience during emergencies along with the expertise they offer to craft disability-responsive emergency measures
- Take away some actions to implement into their existing roles within emergency response in order to better serve the disability community.

Disabled leadership

The hui was co-facilitated by two members of the Disability Advisory Panel, Barry de Geest (DAP Co-Chair) and Áine Kelly-Costello (climate lead) who also led the organisation of the hui. This meant disabled leadership was core to the kaupapa and visible. Áine is also the author of this follow-up report.



The Disability advisory Panel's leadership is likely to have increased the credibility of the event within the disability community. It meant that both disability community and Council networks could be drawn on to contribute to the event.

Reporting-back to relevant Council committees means that many elected members unable to attend will still get a flavour of the event and find out about recommended next steps.

Attendance and outline of hui

The hui was attended by approximately 60 people, including disabled people, whānau and disability service provider staff. There were about a dozen Auckland Council staff in attendance who also assisted in the smooth running of the hui, most linked to either the DAP, emergency management or climate adaptation, or community engagement. Participants were seated at tables of about seven, including a Council staff facilitator/note-taker.

The hui opened with a karakia (Mā te whakapono), followed by introducing the facilitators, housekeeping and setting out the kaupapa.

Next came a 50-minute panel discussion with four disabled people with a diverse range of experiences from extreme weather and response.

After a 15-minute morning tea break, Greg Morgan (AEM) and Renée Santos (WREMO) were in conversation to offer their reflections from this panel session. They also shared what disability-inclusive / responsive measures AEM and WREMO have in place or planned - including resources, availability for trainings, discussion forums, etc.

After this, a Team Lead from the Storm Recovery Navigation Service introduced the work Recovery Navigators undertake.

There was then a 25-minute group discussion based on the following questions, with brief report-backs afterwards.

- 1. What practical resources, trainings, or support would you, your whānau or your organisation like to have, regarding:
 - a) emergency preparedness so that you are better prepared for an emergency.
 - b) at the actual time of an emergency and during the response afterwards so no one is left behind.
- 2. Any further questions for Greg, Renée and the Recovery Navigators.

After lunch (45 minutes), Greg Morgan (AEM) and Renée Santos (WREMO) presented further on emergency preparedness and disability-relevant initiatives underway to support this korero.



This led into a 25-minute discussion exercise based on the questions – at the time of an emergency, what do I have, what do I need, what can I offer?⁵ Participants could respond for themselves or for their organisation. This was followed by report backs.

In the last 20 minutes, final items were:

- The performance from spoken word artist Emma Cooper-Williams
- Some reflections of what people took from the day
- Running through follow-ups to come, and
- A waiata (E Tū Kahikatea) to wrap up.

Accessibility considerations

- A venue with step free access, a separate room available as a quiet space, and mobility parking was chosen. However, parking availability was not optimal for the number of disabled people needing it which came through in feedback.
- A large auditorium space was intentionally chosen to ensure spaciousness and ease of navigation.
- Considerable thought and korero went into planning the agenda aiming for a mix of strong disabled leadership, useful sharing of knowledge and patai (questions) from all stakeholders regarding emergency preparedness and response, as well as sufficient break times.
- Council staff were appointed and briefed in advance to facilitate and note-take for the group (table) discussions. This was so that the attending disability community did not have to worry about this aspect, and could put their full attention to the discussion topics at hand. Disabled people were encouraged to report back from their tables.
- People were asked to RSVP via email and share any access and /or dietary needs at this point.
- The hui was NZSL interpreted (two interpreters). Interpreters were sent a brief Runsheet in advance along with the karakia and waiata. A more thorough briefing noting the hui was to be recorded and further logistical detail may have been helpful.
- Council staff procured a microphone system with several roving mics and spare batteries, to ensure that the discussion would be entirely miked and that it was easy to bring mics to people in the audience.
- The key disabled presenters outside of the Disability Advisory Panel who were not Council or emergency response staff, were offered koha for their time and expertise.

⁵ These questions came from a flood simulation exercise called Exercise Torrent facilitated by arts House for the city of Melbourne. Used with permission. <u>Podcast here</u>



Outputs from hui

- A media release from the event⁶.
- This synthesis report
- A 2.5-hour recording of the event for internal and on-request use⁷. This also includes soundbites gathered at the hui of disability community answering the questions
 - a) What's the most important thing to you or your community when emergency strikes?
 - b) If you had one message for emergency response agencies, what would it be?
- Presentations to council committees about the event
- Documentation of accessibility learnings from this hui within internal Auckland Council systems
- Inclusion of this event as an example in future advisory Panel induction of what community engagement can look like.

Data analysis method

To capture what participants said for the theming, summarising and analysis that follows, the hui was recorded, transcribed and the transcript proofread. There were also two note-takers on the day for all plenaries, alongside notes taken at all tables during the break-out discussions and participant feedback forms.

The author read all this material several times, referring back to it while pulling out key themes. Due to time, the material was not systematically coded. However, checks for consistency were done by sending the report to key stakeholders in attendance before finalisation including other members of the DAP, Auckland Council staff, and the AEM and WREMO representatives.

⁶ <u>Hui puts spotlight on emergency-readiness for Auckland's disabled community - OurAuckland</u>

⁷ Please email <u>disability.advisorypanel@aucklandcouncil.govt.nz</u> to request a copy of the recording.



Korero from the disability community and sector

There were many learnings and suggestions from past experiences in emergencies, or knowledge of what is essential to our community's wellbeing, that disabled people, whānau and service providers shared. This section gives an overview of key themes. Appendix 1 also contains a rough thematic grouping of the exercise in which participants reflected on what they or their organisations would have, need or could offer in an emergency situation.

Affordable emergency preparedness and response

Disabled people are disproportionately living in poverty, disadvantage which is further amplified for Māori and Pacific communities. This increases the likelihood that buying emergency preparedness items falls into a low priority basket, and also that repair and replacing of damaged items - including disability equipment - is not something easily affordable or doable.

For instance, listening to a disabled person working at a Pacific service provider during the 2023 floods, immediate needs were financial aid for necessities like food, clothing and paying the bills. There was discussion of whether disability support funding could be used for, and whether things like First Aid and generators would be covered. It was noted that knowledge about what funding could in fact be used for was limited, and also that not all have access to disability support funding.

It came through that for some, it is unclear where to access additional funding at the time of an emergency, noting that funding is often channelled through service providers at these times so being connected in advance is beneficial.

Know your community providers, such as Vaka Tautua or Disability Connect. Get connected with them, even if you're not a part of their service [...] because when a disaster like this actually does happen, yes, you've got your emergency evacuation points, but at the same time, when there is government funding to be given out, or services or support, government goes straight to these community providers.

Concerns were raised about the processes dealing with insurance to replace damaged mobility equipment, including mobility vans, with a desire for disability-specific insurance processes which were simpler and less bureaucratic.

Multidimensional disability and culturally safe response

The importance of disabled leadership in all stages of preparation and response came through, including as a means of combating ableism and slowness of systems to take disability priorities seriously. Working in partnership with the disability community generally to co-design and collaborate was highlighted.

⁸ Salvation Army - State of the Nation 2024



Council needs the voice of disabled leadership. We need to take leadership in those spaces, because we have often seen things created, and they're not suitable for all of our disabled whānau.

The benefits of first responders making disability community connections were noted, which also feeds into the importance of service providers being equipped to play a hands-on role.

Get to know the disabled people in their community where they live so it's easier when bad things happen so they know who we are, and you can go straight there.

Disabled leadership appeared to be a gap within the Recovery Office, who noted that they were supporting families with disabled people already but without having the expertise to draw on regarding how best to do so. A suggestion was made to have a disabled person in the recovery navigation team.

It is also important not to look at disability response in isolation and to consider cultural safety alongside that, as the following example illustrates:

At the emergency hub, what we found is that [...] where most Pacific people were there. At the entrance were Council people as well as the emergency response team and they were all non-Pacific. [...] it's quite overwhelming [...] to see just non-Pacific people greeting them at the door.

After discussion with the recovery navigators, a participant who had been impacted by the floods reflected on the value of working with those impacted by past extreme weather events moving forward:

Initially, there's this real reaction and everybody's saving everybody else, and then people believe that it's all sorted because the authorities have come in to save everybody and that they are organised. We now know that organisation isn't something that just occurs, it needs to be planned, and planned with people that actually have experienced what it's like to be in a disaster or a flood, and that's what's happening at the moment.

Service providers as first responders

It was clear that disability service providers (DSPs) were, and need to be, frontline workers in response.

Pacific DSP: during the floods, we supported thousands of Pacific people from our Pacific disability community. And we heard firsthand a lot of the stories and a lot of the distress that they experienced, the support that they needed.

General DSP: when there was an emergency, we found that most people were contacting us as service providers, or community groups, rather than contacting emergency services and whatnot because of the level of trust that they have in us.



DSPs also needed support around them, lest organisations gather critical information which was not acted on, or found themselves under-prepared for the scale of need.

Disabled person: some of the organisations will phone out and check on their people, but where does that information go and what do they do with it and who can support those organisations?

Localised and wrap-around response

Further characteristics of good first response included localised and wrap-around approaches.

One discussion group highlighted the importance of localised response.

We considered the difference of the regions. It really matters whether you are a resident of South Auckland or West Auckland or the Shore, because the response looks quite different, and our community members can be quite siloed from each other.

Wrap-around support which minimised bureaucracy and logistics on the disabled person's end was also recommended.

Rather than allowing the person to find their own way, so if they go, for example, social welfare, to ask for support, but that support isn't available to them because they don't meet the criteria, then the person shouldn't then themselves have to go and find somewhere else that they can get support. So, having that wraparound service immediately after an emergency would be really useful.

Minimising distress

There was a need to minimise the impacts of the unfamiliarity and distress that comes with emergencies.

One example, elaborated further in the <u>information and communication</u> section below, came from a Deaf person who was flooded and tried many different methods of communicating and accessing information.

I used the 111-text service. I was very worried at the time as I watched the waters rise. There was a school behind the property that was sending floodwater down into our property and I was very uncertain what should be done and what the Civil Defence procedures were.

Another example raised was people who rely on routine for emotional regulation, which is particularly key for many neurodivergent people.

[name] had a good example in Napier, having to evacuate four autistic men. What happens when they have someone unfamiliar go in there? What happens when they need to go on unfamiliar transport and where do they go?

As noted, a lack of timely and accessible communication also considerably heightened stress. The section about <u>civil defence centre accessibility</u> also links the set-up of centres and emotional distress. During response, it was also suggested that having entertainment such as board games available for those experiencing distress may be beneficial.

Evacuation and transport logistics

The need for far better coordination among those responsible for the safety of building occupants with evacuation plans was raised.

In particular, there was frustration with apartment building owners not taking requisite responsibility for ensuring planning was in place for the evacuation of disabled people in multi-story units, as the experience of this disabled apartment owner shows. She also explains that there are no other regular occupants of the other apartments on her floor so reliance on them isn't an option.

The most important thing to me is to have the same access of being able to get myself out of that emergency as everybody else in my building. [...] I bought an apartment seven years ago, and they still have not created a plan to get me out of the building [...]

I can't create a plan on my floor, I can't do it. And the building won't do it, and they say, "Well, there's sprinklers in the ceiling" and I say, "So nobody needs to leave?" and they say, "Oh, yes, everybody must evacuate." I say, "Then why aren't you helping me evacuate? What is so hard?"

As can be seen from the following example of a deafblind guide dog user living alone caught up in the floods, it is important that contingencies are put in place for backup transport plans.

One of the pieces of advice I got was 'go to your local evacuation centre' and I'm like, 'well, how the hell am I going to get there? We're blocked this way, I don't drive, I don't have family support, most of the taxis aren't working, what now?'

This participant added that "it's kind of a me problem in a way, but it's also a kind of community problem". This reflection recognised the need for people to work with their networks to plan, but also for there to be back-up options for those getting stuck.

Accessibility of civil defence centres and other evacuation locations

While AEM mentioned that Civil Defence Centre (CDC) accessibility is a priority focus, knowledge about what could be expected at CDCs and Community Emergency Hubs was low. The needs could also be quite specific e.g. whether they have a blender in the kitchen for those needing food prepared this way? Asked about accessibility maps, it was noted that it is difficult to get to the level of specificity required, and it is important to have the information available to screen reader users as well. Due to the



generalisation, a power chair user also identified a wheelchair access symbol as unreliable.

Just seeing a little blue sign with a wheelchair on it, to me, doesn't really fully say it's accessible until I actually go there in person and actually fully test it out [...]. As much as I like to say I use it, I don't.

Centres stood up as Community Emergency Hubs and marae were also identified as key emergency response sites including the importance of investing in their accessibility, such as pool changing rooms having adjustable beds. The financial challenge of making marae more physically accessible when they lack funding to do so was noted.

Many disability organisations (service providers or not) worked in, or had access to, venues where accessibility had already been closely considered. Often these spaces are familiar to some of the community too, so could make good evacuation centres. This was considered an under-utilised resource.

Also, the following dialogue between a disabled person impacted by the flooding and a disabled person who had first response experience illustrates the desire for flexibility in how centres are set up as to how comfortable people feel within them.

Speaker 1: My experience when there was flooding out west, was going to some places which had been set up with love and care and concern and a bit of panic. But the thing is, everything was like in rows, [...] know you know how you go places, and all the chairs are the same colour. So, you had, say a row, two rows of blue chairs and you told to take a seat. If I had a cuddle rug or something, I could have sat there, but you can't when you are in this whole trauma. And so that whole trauma informed thing is so important.

But my question is, one of my experiences was [in a church] set up in a marae style for where you could sleep. Now, admittedly it was very low because it was mattresses, but the whole like whānau could actually be there instead of those individual stretchers, which were everywhere else. So, I'm just wondering what your feelings are about that whole thing of when you're actually gathering together as a family?

Speaker 2: I just wanted to say that having used a lot of the mass casualty procedures and things, they actually are as specific in some places, as to say, 'line the beds up here like this,' and it doesn't work for everybody. So, what I was thinking when you were saying that is, 'heck, why can't I, as a human being, just say, hey, why can't we do this?' Because I think the people who are organising it will probably just go into automatic pilot as well and follow what a piece of paper says. Often that's not the right thing.

Necessities, medication and mobility aids

There was emphasis on the importance of having things necessary for one's survival to hand as much as possible, or the support to make that possible, including medication, mobility aids and equipment. An example was slippery sheets for moving those who need assistance to be turned over. Concerns were raised about the logistics of buying

supplies online, including food at supermarkets or medications from pharmacies, when this is not possible during an emergency. It was highlighted that necessities needed to not just be in the house but easy to get at short notice, and as easy as possible to carry as well. Batteries and chargers came up frequently, including for mobility aids, noting that phones are extra important for many Deaf and disabled people too as a primary means of information and communication. There was discussion of power banks, solar chargers and hand-winding chargers.

One of the biggest necessities for those reliant on power is a back-up generator. It was suggested that a regional map of where one was able to find generators could be helpful.

The needs of service animals also needed to be accounted for, noting that they could also spook during emergencies.

My downstairs did flood. I have a service animal, and she was absolutely terrified, and that's something that I think I wasn't prepared for. [...] my dog wouldn't go outside to the toilet.

Timely, accessible information and communication

The need for timely, accessible and relevant preparedness and response information was a persistent theme. Information needed to be accessible to Deaf whose primary language is NZSL, with captions, for screen reader users including descriptions of maps and images, in Easy Read and using social stories. It needed to be available across a range of mediums – web, radio, TV, social media - with contingencies for power outages. One suggestion was to have an app as a central information hub.

The importance of sufficient interpreter availability during emergencies was stressed. The online relay interpreting service wasn't available during the floods as they occurred outside of its opening hours, so this was a limitation.

Information needed to cover questions that disabled people had, like whether evacuation centres were going to be accessible to them and where to get assistance, including via an accessible means of communication.

A lack of timely communications heightened stress considerably. Returning to the example in the section on <u>minimising distress</u>, the Deaf person describing their experience of the flooding continues:

The communications regarding that emergency response was very difficult given the rain and our reliance on using pen and paper to communicate, of course, that just did not work well. I was in touch with my partner at the time who had left the house, so I was also trying to describe the situation there. [...] There was a great deal of uncertainty, I wasn't able to leave, I was using Facebook to try to access information.



As I was watching the TV as well for information, I was getting frustrated because the sign language interpreters weren't a focus of the announcements, and they were being cut off before the announcement had finished, so access was limited.

I was very anxious [not to drop my phone into the floodwater] and I had to use a plastic bag which made using the phone even more difficult.

I was using weather apps to try to get a sense for what was coming, and I felt that they really failed to predict the severity of what eventuated.

Deaf were aware of the 111 text service and this person also used it in the floods. It was mentioned that response times could be five minutes for the text service when more urgent support may be needed. There was also uncertainty about the scope of the 111 service – was it the go-to spot for all immediate support needs that couldn't otherwise be met in an emergency?

Being able to reliably get help quickly was a priority for many and a suggestion was made to look at wider availability of medical alarm services such as Saint John's.

Eligibility for support and unrecognised need

A question was raised by a disabled person who has been deemed ineligible for disability support, despite clear need, as to what support they could get in an emergency. Two responses from people working for or connected to DSPs or Needs Assessment Service coordination highlighted that in emergency times, the usual rules don't apply and that to their knowledge, DSPs don't turn people away. Another response noted that functional definitions of disability in policy would be more productive than medical ones.

The breadth of invisible / non-apparent disability within our communities was also noted, with a suggestion for response personnel to recognise the sunflower lanyard which is often used to signify such. ⁹ It was pointed out that many older people may not identify as disabled but in fact have disabilities. There was a desire for greater focus on having these conversations with neurodivergent communities (who appeared to be under-represented at the hui).

Whānau and community networks are key

There was emphasis on the utility of having connections with trusted support people, whether that was whānau, flatmates, neighbours or community groups like churches in advance of emergencies to draw on.

We'd already talked with our neighbours and our whānau around what we would do with different emergencies and how we could support each other, and our neighbours are really awesome. [... Whānau] had their boats and waka and trucks all ready to come and get us if we needed.

⁹ Hidden disabilities sunflower – Your Way



Returning to the conversation about support eligibility, this participant, who had also been turned down multiple times for disability support, further highlighted the role of whānau and friends when support systems fail.

I am grateful for my disabled friends and whānau because they have given me the ins to this broken system. The system doesn't always work for disabled, so they've given me 'here, try this,' 'here, try this funding,' 'here, try this person,' 'here I can connect you with that network' and without that, I would not have survived.

It was noted that some disabled people remain isolated, some do not have family networks to draw on in the country, and the risk is higher for those who are homeless. Some disabled people were depended on by other family members, and they were not able to provide the desirable level of support during an emergency.

Other examples of community networks being useful were D/deaf using Facebook networks to share key civil defence updates and where the best NZSL information could be found.

Sharing learnings and resources

After the exercise about what people had, needed, and could offer in an emergency, one facilitator summed up the need for embedding better networking.

Individually people have a lot already and a lot to offer, but we're not collecting that and sharing that across communities, [...] so you can identify who has what to offer and who might need something. [...] building those local hubs of resources and needs is really critical, and then embedding that expectation into legislation so that it becomes routine, and we're not sort of reinventing things every time there's a major emergency.

A Council staff member involved in the flood response noted that there are a lot of learnings organisations have from these events, and resources developed which may not have been shared since. Examples included questionnaires for door-knocking, scripts for when someone called in acute distress, and lists of food distribution points for local areas.



Messages and feedback from emergency response agencies

Emergency preparedness tips from Auckland Emergency management

Greg Morgan from Auckland Emergency Management holds the disability portfolio for emergency preparedness and response. His presentation on emergency preparedness included the following key messages.

The 4 Rs of emergency response

- Reduction understanding and reducing risk
- · Readiness planning
- Response what happens when an emergency is taking place
- Recovery coming back from an emergency

Top emergencies we think about in Auckland:

- Tornadoes/severe storms
- Flooding
- Prolonged electricity outage
- Pandemic
- Earthquakes
- Tsunamis

Droughts, volcanos and a number of other hazards are on the longer list.

Things to think about for getting ready

Greg explained that we all have a role to play in getting ready for and responding to emergencies. Even so, sometimes when an emergency strikes, we need to think about ourselves before we are in a position to assist others. This is one reason why getting ready in advance is important.

We all need to have supplies that we use all the time, and some food. But our circumstances are all different and some of us need additional things.

We should think about what would happen if we had to leave home in a hurry. Advice included:

• You may be more comfortable somewhere other than a Civil defence centre. Is there a friend you could stay with where it's reasonably accessible for you?



- Make a plan, you can do this by making lists of things you need and think of who could help you understand information, move, or bring supplies to you
- Have contingencies and back up plans (e.g., a few people you can contact instead of just one)
- What transport options might you have in an emergency? Plan A and plan B.
- Who could support you? Plan A and Plan B.
- Have a grab bag.
- Plan for your assistance/guide dog if relevant.¹⁰
- What essential equipment do you need, and can you access it easily?
- What plans do you need to make in case of a power outage? Medical needs, mobility aids, communication aids, temperature regulation etc.
- Do you have enough meds for a week?
- Get to know others in apartments and know how the building works. Fire drills are an important source of that information, but there are other kinds of emergencies that you need to think about
- Treat every area with flood water as contaminated and don't eat contaminated produce.

Resources

In 2024, Auckland Council's Local Boards worked with AEM to develop and adopt Emergency Readiness and Response plans. 11 These plans are guides to support communities to know what to do before, during and after an emergency. Auckland Emergency Management will provide some information in accessible formats at the time of the formal launch in February, and more over time. The advice in these plans is consistent with the messages on the national Get Ready website. Get Ready has some high-level advice for disabled people, including in alternate formats at https://getready.govt.nz/prepared/advice-for-disabled-people.

Disability-related initiatives currently underway

Tāmaki Makaurau Auckland

In 2024 AEM trained many more council staff in setting up and operating civil defence centres. During 2025, AEM intends to begin testing the processes and systems used in

¹⁰The Ministry for Primary Industries has a guide on <u>protecting your assistance animal/guide dog in an</u> emergency

¹¹ Local boards – Auckland Emergency Management



civil defence centres to make them more accessible. This will require AEM to work with community partners.

All designated Civil Defence Centres are wheelchair accessible, and the list can be browsed on the Auckland Emergency Management website in map or list form.¹²

The Auckland Emergency management website has been refreshed. During future emergency events, there will be up to date information on where people can go for assistance.

Person-centred emergency preparedness - Poneke / national

Based in Wellington's Regional Emergency Management Office (WREMO), Renée Santos has been working on a disability-related emergency preparedness booklet. This high-level booklet will be applicable to disabled people in Aotearoa and a working group of disabled people from around the country has been inputting into its development. The booklet will be adapted from the Person-centred Emergency Preparedness framework currently being used in Australia. This framework is based on the following three principles:13

- 1. Emergency preparedness is a process, not a one-time event.
- 2. People are experts in their lives, planning starts with them.
- 3. Person-centred planning conversations build capability of multiple stakeholders toward Disability Inclusive Disaster Risk reduction.

The booklet will be launched iteratively as feedback comes in during 2025. The booklet will be available in alternate formats. Workshops will also take place, for the time being in Pōneke Wellington.

Renée is also working on response training so people working in emergency management and preparedness can learn how to better assist disabled people. This includes input from disability community into the trainings.

Messages from recovery navigators

A recovery navigator team lead explained that if you were impacted by severe weather events from 2023, you can reach out to Auckland Council's team of recovery navigators and community partners for support. The service aims to put people at the centre. Finding out that the Council has a disability advisory panel was new to them. They found the learnings from the hui helpful and are keen to have more systematic focus on disability moving forward as they are already supporting disabled people but want to know what they might be missing.

Examples of what recovery navigators can assist with include:

¹² Civil Defence Centres – Auckland Emergency Management

¹³Person-centred Emergency Preparedness Tools – Collaborating for Inclusion



- Funding and rates relief
- Health and wellbeing services e.g. Children may be scared of rain, so might fund community mental health support
- Accommodation e.g. currently supporting a wheelchair user with housing
- Can tie into other community networks e.g. they have relationship with other groups like Age Concern.



Feedback from hui

Value of hui and take-aways

The value of the hui came through strongly from a range of participants across disability community and sector, council staff, and emergency response agencies.

A sample of responses demonstrating this includes

Renée Santos, the disabled presenter from WREMO, after listening to the panel discussion:

I just wanted to take the whole conversation, sit my staff down and say, 'watch this, be quiet and watch this,' because I just thought it was a really, really good conversation. I think all of the points that were picked up are things that both need to be addressed and things that are really relevant, I guess, to wherever you're living.

A council staff member and table facilitator:

What an opportunity for collaboration going forward. And it just makes me really excited to have been here today to hear all the conversations and share the learnings that we can, going forward.

A whānau member and staff member of a disability services provider:

This was an excellent opportunity for different organisations, Auckland Council and individuals to discuss, share and build on for safer community for everyone.

A disabled person:

"Thank you for awesome, well run day."

There were a range of practical emergency preparedness takeaways noted e.g. 72-hour grab bag, lock cover hold, 4 Rs.

People also took away or noted the following:

- There was a lot of response capability in the disability community whose contacts were often not known to emergency response agencies
- They needed to discuss emergency preparedness in their organisations and to be as prepared as possible individually and collectively
- The impacts of emergencies on disabled people, especially those living alone or not well-networked in community, are substantial
- The need for plain language and NZSL centralised civil defence information including on evacuation centres.



Suggestions from feedback

Logistical improvements suggested included:

- More time A few attendees raised the desire for more discussion time e.g. "good conversations were halted because of the strict time schedule, could have been more organic". It was noted that this would've been particularly helpful for Deaf participants signing.
- Venue The parking was insufficient, particularly the number of mobility parks, and side street parking was time-limited. A more physically accessible venue with more mobility parking (Western Springs Community Hall) was suggested.
- Briefing of interpreters this could have been done earlier and more comprehensively.

Suggestions for next steps included:

- More local networking
- Focus on response for neurodivergent and Pacific communities
- Make this an annual event
- Increase awareness and training on emergency preparedness. Use example emergency kits.
- Ongoing communication with emergency response agencies
- A strong desire for action out of the hui.



Recommendations

For all disability organisations and relevant council agencies

 Lift the priority of disability-inclusive emergency preparedness and response in their relevant plans, training and work programmes, prioritising collaboration and information sharing.

For Disabled people and whānau

- Make time to consider our own emergency planning. Reach out (to whānau, friends, service providers etc.) to ask for their support where we might need it.
- Look out for, and contribute to, future opportunities to inform emergency preparedness and response
- Check on the most isolated disabled people and whānau we know in times of emergency

For Auckland Emergency Management

- Ensure ongoing partnership and collaboration with disability service providers, disability advocacy organisations especially those which are disabled-led, and Auckland Council's Disability Advisory Panel. Give consideration to ensuring that this work remains visible to the wider disability community, with input opportunities where relevant.
- Include any actions that relate to feedback received at this hui when AEM is updating its entries in the Auckland Council's Disability Operational Action Plan.
 AEM should also make these actions publicly available.
- Work with partners in the Auckland Welfare Coordination Group to ensure the
 contact details, expertise and future response needs of disability advocacy
 organisations and service providers involved in any form of Auckland-based
 emergency response, including the Covid-19 response, floods, fires or other
 emergencies, are systematically collected and kept up to date, including
 - a) Resources and skills that the organisation has and could be used for response, including culturally safe response and timely provision of accessible information,
 - b) Learnings the organisations had from their experiences
 - c) What training and support disability organisations need to be equipped to support people effectively during emergencies.
- Work with the disability community and sector to



- a) Test a sample of civil defence centres and determine key needs for civil defence centre accessibility.
- b) Co-design and embed ways to let disabled people know what is available in civil defence centres.
- c) Scope and document which facilities managed by disability organisations could become civil defence centres and what resourcing is needed for this.
- d) Co-design and embed approaches for the timely and accessible dissemination of information to the disability community and sector before, during and after emergencies.

For recovery navigators

In 2025, the recovery navigation service

- a) engages with the Disability Advisory Panel and
- b) documents their learnings from the hui and from DAP engagement for future such recovery teams.

National and intercity-level observations

The DAP provides advice to Auckland Council on regional strategy and policy through the lens of members' lived experience as members of the disabled community and raises matters of interest to the community. Although outside the panel's remit to provide national level recommendations, the following observations are made in the spirit of sharing learnings from the hui that may be relevant to a wider audience.

- Recommendations from the disability-related emergency planning forums held around the country, as well as the inputs from the National Reference group informing the development of the Person-centred Emergency Preparedness Aotearoa resource, are collated
- Clarification about eligibility of support for emergency preparedness and response before, during and after emergencies is given, especially for people who may need, but are not usually eligible for, disability-related support
- Local and national learnings from disability-related emergency response are gathered and disseminated
- There is investigation of the suitability of insurance processes for disability-related needs
- Intercity planning is put in place to maximise NZSL interpreter availability during emergencies.



Conclusion

The importance of collaborative processes for disability-inclusive emergency preparedness and response before, during and after emergencies came through strongly in this hui. Learning from each other was valued and emergency response agencies recognised the importance of meaningful disability community and sector involvement.

As AEM seeks to deepen its relationship with Auckland's disability community and sector, this report is just one output designed to feed into that process. The insights from this hui should be taken in concert with those from other disability community partners, with particular attention to those less represented at this hui, including but not limited to people with learning disabilities, neurodivergent people, whānau of disabled people with significant support needs, and Pacific Island and migrant communities.

A limitation of the hui was its length (4.5 hours). In authoring this report and without discounting the pre-existing international literature on these topics, it was clear that further Auckland-based hui with targeted topics (e.g. barriers to connecting with neighbours, planning for transport assistance during emergencies) could yield a wealth of useful insights.

Regarding subject matter, this hui focused primarily on floods and cyclones, because of this being uppermost in most people's minds from recent experience. This means that considerations more relevant to, say, house fires or pandemics have come through less strongly, though there is still significant overlap.

This report aligns well with the direction of findings reported from similar sorts of disability community forums in Australia ¹⁴, as well as with the literature review conducted for AEM in 2023, in particular its call for greater disabled leadership and collaboration within emergency preparedness and response. ¹⁵

Moving forward, the wero (challenge) as articulated by Emma is set:

"Are we included in your plan?

[...]

"There is power in collaboration, so we are prepared for any situation."

¹⁴ E.g. Villeneuve, M., Abson, L., Pertiwi, P., Moss, M., 2021. Applying a person-centred capability framework to inform targeted action on disability inclusive disaster risk reduction. Int. J. Disaster Risk Reduc. 52, 101979.

¹⁵ Donald Beasley Institute. (2023). *Disaster resilience and disability: Nothing without us*. Auckland City Council.



Appendix 1: Have, Need, want in times of emergency

Overview

In facilitating a flood simulation exercise, Arts House Melbourne put the following questions to participants, reused with permission.

In an emergency:

- What do I have
- What do I need
- What can I offer

Participants could answer for themselves or their organisation.

The haves, needs and offers can broadly be classified as set out in the tables below.

Text is slightly abridged where practical, and very similar replies were grouped onto a single line.

As can be seen, many things e.g. accessible accommodation, transport assistance were one person or organisation's need and another's offer. A respondent in the table report-backs pointed out that there is no good ability to track these offers, meaning that they may not reliably be paired up at the time of actual need in an emergency.

This exercise does not aim to be comprehensive but intends to move away from the frame of vulnerable disabled people who are only receivers of support, or conversely the idea that non-disabled people don't have needs. It appears to have done that successfully.

There was consistently strong awareness of the need for, and offers of, emotional support and community connections.





Have

Place	Items & Necessities	Transport / Logistics	Skill / Capacity Build	Information & Communication	Community & Collaboration	Contingency / Resources	Role of Central Government
A ccessible space.	Back-up wheelchair. First aid kit. Emergency civil defence bin. Water + spare food easy to grab. Torch. Water tanks (but couldn't access). Equipment, situation- dependent.	Whanau can transport. Database of people needing support.		(deaf orgs) Emergency info in NZSL. Neighbours' names plus numbers. Battery-powered radio. Can communicate if phones working.	My family plus support system / network. Apartment with concierge whose role is connect people.		





Needs

Place	Items & Necessities	Transport / Logistics	Skill / Capacity Build	Information & Communication	Community & Collaboration	Contingency/ Resources	Role of Central Government
Accessible accommodation. Local contacts – church, marae, community org.	Civil defence kit. Enough meds. Food + water. Batteries, power bank. Solar chargers. Floating board for flood to put people / things on. Online / digital	Transport Plan A & plan B. Triage system for those needing assistance. Wheelchair accessible transport. Expand water tanker supply for apartment. Printed phone trees of staff numbers.	Networking opportunities for response / support organisations to share resources and work. Matching council staff with the right community to serve i.e. Pacific staff available for Pacific communities. Empowering people not just support workers to act	More preparedness info accessible for Deaf incl. images & videos. Timely comms including NZSL in emergency. More interpreters. Liaise with Kainga ora, council, govt. Regional map of power generators. List of accessible civil defence centres	More conversation & support for neurodivergent community. Pacifica voices. Build community connection. Involvement of local businesses for logistics. Apartment neighbourhood support type group.	Funding. Evacuation drills knowing intimately the response times for people that need extra care. Evacuation plan + need to know can safely / accessibly exit Equipment be easily reachable in emergency (not just having it) Plan in a power outage.	* Listen to disability expertise. Faster + easier access to emergency funding availability from govt agencies. Make it easier to get equipment. Legislation to ensure there is planning. Legislation for body corps





Needs							
	pharmacy		in in	+ accessible	Safe people to	P lan to get home	and apartment
	access.		emergency.	shelters.	ask for help.	if out e.g. on public transport.	buildings.
			M ore training of	O n fridge – list	U se tankers		L egislation for
			frontline staff to	Businesses with	and solar at	B ack-up for food	visual and
			be able to	Deaf-friendly	community	access when	tactile alarms?
			respond with	comms to	hubs.	online systems	Evacuation
			knowledge and	contact.		down.	chairs?
			care to each		Ability to know		
			case.	Information	family &	Permission for	
				about transport	support staff	more than 1-	
				assistance.	are okay.	week meds of first aid kit.	
				To know when	E motional	ilist alu Kit.	
				safe to stay in	supports.	M ore equipment	
				place.	σαρροιτοι	e.g. fire trucks.	
				Ti mely		L ook after self,	
				communications		first.	
				across all		mot.	
				media.			
				S harable info on			
				equipment e.g.			
				walkers,			
				wheelchairs.			





Offer

Place	Items & Necessities	Transport/ Logistics	Skill / Capacity Build	Information & Communication	Community & Collaboration	Contingency / Resources	Role of Central Government
Accessible location. Accessible and safe accommodation (many offers). Used household goods.	Entertainment e.g. board games. BBQ gas bottle. Wood stove camping gear. Spare blankets.	Physical support. Access to a car.	First aid training. Frontline staff speak Pacific languages, = other language offers. Expertise – Monitoring, Reporting and Evaluation knowledge not being used. Resource library.	(Org.) Dedicated comms team for Deaf. (Org.) Assistance producing accessible comms for blind & low vision. Council connections. Work and Income connections. (Org.) Psychosocial support, mental health support, social services.	Cultural plus disability understanding. Safe spaces for conversation and ideas for disabled communities. Chinese support group. Parents support group. Emotional support.		