ECU 911
SERVICIO
INTEGRADO
DE SEGURIDAD

METHODOLOGY

FOR PREPARING AN INTERAGENCY PROTOCOL FOR
HANDLING EMERGENCY ALERTS INVOLVING
PERSONS WITH DISABILITIES

WITH THE SUPPORT OF:

OAS|DPS

METHODOLOGY

FOR PREPARING AN INTERAGENCY PROTOCOL FOR HANDLING EMERGENCY ALERTS INVOLVING PERSONS WITH DISABILITIES

METHODOLOGY

FOR PREPARING AN INTERAGENCY PROTOCOL FOR HANDLING EMERGENCY ALERTS INVOLVING PERSONS WITH DISABILITIES

Contents

1. Background

According to the Pan American Health Organization (PAHO), *"almost 12% of the Latin American and Caribbean population is thought to live with at least one disability, representing around 66 million people,"* and *"people with disabilities are 2–4 times more likely to die in disasters and emergencies than those without disabilities"; many health facilities and services are inaccessible for people with disabilities."*

In view of this reality, the fourth point in the recommendations that came out of the first meeting of the Subsidiary Technical Working Group on Emergency and Security Systems (GTS-SES)1 (GTS/SES/doc.3/21 Rev.1) encourages the emergency and security systems of the member states of the Organization of American States (OAS) to make emergency services more inclusive and accessible by developing protocols for handling emergencies involving persons with disabilities, training and preparing operators and dispatchers effectively, and incorporating appropriate communications technologies for responding to these types of emergencies, in collaboration with specialized public agencies and with the support of international and civil society organizations.

At the second virtual roundtable of the GTS-SES2 in 2021 on "Effective strategies, tools, and actions implemented by emergency and security services or similar agencies to achieve greater inclusion and accessibility for people with disabilities," the ECU 911 Integrated Security Service (SIS ECU 911) presented the Protocol for Handling Emergency Alerts Involving Persons with Disabilities. On that occasion, SIS ECU 911 undertook to present the Protocol, as well as the methodology used for its preparation, upon its approval and publication. The purpose of the above is to share and replicate experiences and best practices among the members of the GTS-SES, in order to contribute to providing a quality service with guaranteed access for people with disabilities.

Thus, with the support provided by the Information and Knowledge Section of the OAS Department of Public Security, the following is a methodology that could serve as a reference to guide similar processes for the development of emergency assistance and response protocols for persons with disabilities in other countries of the region.

1 *The First Meeting of the Subsidiary Technical Working Group on Emergency and Security Systems (GTS-SES) was held virtually on May 6 and 7, 2021.*
2 *The GTS-SES 2nd Online Pannel took place on September 8th 2021.*

METHODOLOGY
FOR PREPARING AN INTERAGENCY PROTOCOL FOR HANDLING EMERGENCY ALERTS INVOLVING PERSONS WITH DISABILITIES

WITH THE SUPPORT OF:
OAS|DPS

2. Stages in the development of the Protocol

The process of developing a specific protocol for handling emergencies that are reported by or involve persons with disabilities can be organized into three stages:

- **Pre-development stage**
- **Development stage**
- **Post-development stage**

The following description of the three stages highlights some of the main components and steps in each stage.

2.1   Pre-development stage
2.1.1 Identifying and complying with the legal framework

The protocol must comply with a specific legal framework on the issue. It is necessary to identify the law (including articles and paragraphs) that support the Protocol's development.

> **In the case of Ecuador, the legal framework comprises the following:**
> - Constitution of the Republic of Ecuador
> - International human rights instruments
> - 2030 Agenda for Sustainable Development
> - Organic Law on Disabilities
> - Implementing regulations for the Organic Law on Disabilities
> - Executive Decree No. 988 of December 29, 2011
> - Executive Decree No. 031 of June 24, 2013

2.1.2 Perform an assessment

This step could begin with a review or baseline assessment of the current situation regarding emergency assistance and response for persons with disabilities.

> **In the case of Ecuador, the following were assessed:**
> - Technological limitations preventing guaranteed access to the service
> - Performance in the provision of emergency assistance and response for persons with disabilities
> - Available institutional support

2.1.3 Define scenarios

Define scenarios/situations of possible emergencies based on the classification and types of disabilities already identified in the country, for which it will be necessary to standardize or protocolize the steps and actions to be taken.

METHODOLOGY
FOR PREPARING AN INTERAGENCY
PROTOCOL FOR HANDLING
EMERGENCY ALERTS INVOLVING
PERSONS WITH DISABILITIES

WITH THE SUPPORT OF:
OAS|DPS

In the case of Ecuador, eight scenarios were established:

I.	Visual impairment
II.	Hearing impairment
III.	Intellectual disability
IV.	Psychosocial disability
V.	Physical disability
VI.	Language disability
VII.	Multiple disabilities
VIII.	Caregiver or third party

2.1.4 Identify supporting institutions and establish the necessary institutional arrangements

Identify specialized institutions that manage a particular sector or subject matter (i.e., disabilities), first responder institutions, and civil society organizations that could participate in the development of the document and in the provision of specific types of services or support.

Hold meetings to reach agreements on the following topics, among others:

· The type of collaboration and the contributions expected from

  each institution involved

· Responsibilities to be assumed by each party involved

· Aspirational goals

· Terms and conditions of the collaboration

Request the designation of a focal point by each institution or organization involved.

In the case of Ecuador, the following institutions were involved:

Supporting Actors (specialized institutions that manage a particular sector or subject matter)
·Ministry of Public Health
·National Council for Disability Equality

First response actors
·Citizen Security Management
·Healthcare Management

Civil society
·National Federation of Deaf People of Ecuador (FENASEC)3
·National Federation of Parents of People with Intellectual Disability
·National Federation of the Blind of Ecuador
·National Federation of Ecuadorians with Physical Disability
·National Federation of Nongovernmental Organizations
 for Persons with Disability

3 FENASEC has made available the Center for Communicative Mediation (COSORI). It is a call center with real-time interpreters.

2.1.5 Defining and developing technological support

Define the scope and needs of the technological project that will support the Protocol's implementation.

> **In the case of Ecuador, the technological project for the Protocol's implementation identified the following components / functionalities /**
>
> Create a pop-up window displaying the information of the person with a disability on the operator's console screens when the call is identified as being from the contact number of a person with a disability. This functionality will provide preliminary information, enabling the operator to improve the assistance provided in line with the Protocol guidelines.
>
> Adapt the smartphone application, so that the person with a disability can register information in advance, including the type and degree of disability, secondary contact telephone numbers, blood type, and so on. This will make it possible to expedite the type of assistance needed and dispatch the appropriate response.

> Take advantage of and incorporate information on persons with disabilities available from other State institutions, while respecting the rules of the country or emergency service on confidentiality, privacy, and interoperability of information.

2.2   Development stage

The Protocol can be divided into at least three parts:

- **Identifying elements and introduction**
- **Main body**
- **Complementary elements**

2.2.1 Identifying elements and introduction

- Title of the Protocol

- Names of the institutions that collaborated in the drafting of the Protocol

- Logos of the institutions involved

- Table of approval signatures, date, and version number

- Contents

- Presentation

- Background

METHODOLOGY
FOR PREPARING AN INTERAGENCY
PROTOCOL FOR HANDLING
EMERGENCY ALERTS INVOLVING
PERSONS WITH DISABILITIES

WITH THE SUPPORT OF:

OAS|DPS

2.2.2 Main body of the Protocol

The main body of the Protocol could include the following:

- **Objective:** Señalar el propósito o la finalidad del Protocolo.

- **Scope:** Describe those to whom the Protocol applies.

- **Definitions and approaches:** Include the definitions and crosscutting approaches considered necessary to ensure an understanding and the correct application of the Protocol.

- **Legal framework:** Describe the legal basis underpinning the protocol (see Pre-development stage).

- **General provisions or guidelines:** Develop the general aspects to be considered in the document's application.

- **Specific provisions or guidelines:** Explain clearly and concisely all the processes and procedures that, in an orderly manner, must be applied to guarantee the handling of emergencies related to persons withdisabilities and the responsibilities assumed by the areas and institutions that are part of the instrument. Indicate potential scenarios in which an emergency could occur. This is the core part of the Protocol.

- **Actions and strategies to be applied:** Clearly present the activities and strategies for dealing with each scenario. Include the standard questions to be asked and possible situations that could occur.

- **Description of activities:** Describe the activities in a technical way, indicating the person in charge, the tasks to be carried out, and the document/record/software to be used.

- **Evaluation of outcomes:** Define key indicators to measure the implementation of the Protocol and establish a threshold.

Indicator:

Indicators make it possible to quantitatively measure and compare the actual situation with the desired situation. They can be expressed as absolute numbers, percentages, ratios, rates, times or variations.

Threshold:
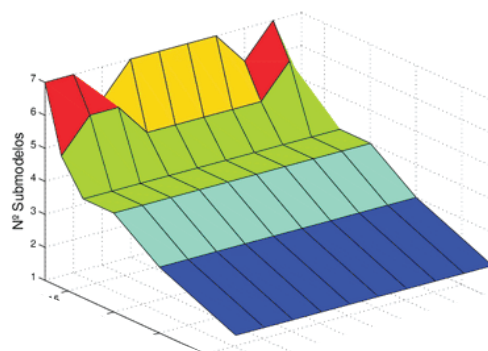
The threshold is the established range or margin of normality that will be accepted for the performance or outcomes of a process.

The threshold is equivalent to the maximum or minimum limit determined for checking compliance with the instrument and the results obtained from processes. Generally speaking, a threshold should be set for each indicator.

In the case of the Interagency Protocol for Handling Alerts Involving Persons with Disabilities, the following indicators and thresholds, among others, were defined:

Indicator:

Indicator	Threshold
Handling time	≥ 0:02:01
Response time (median) Healthcare Management	≥ 0:17:12
Response time (median) Citizen Security Management	≥ 0:08:24

Training pass/fail:

Indicator	Threshold
Minimum pass score for training in emergency alerts for persons with disabilities	≥ 8/10

- **Quality assessment:** Establish quality management and evaluation tools, mechanisms, processes, and procedures to identify service needs, deficiencies, and weaknesses and, based on this feedback, design possible solutions aimed at continuous improvement and quality of the system.

2.2.3 Complementary elements and annexes

Reference documents:
Debería leers así: List all documents consulted from documentary or legal sources, including sufficient reference data to identify them.

Annexes:
Include documents that serve to clarify, exemplify, or elaborate on specific points, but which, due to their length or specificity, would impact the flow of the document and therefore cannot be included in the main text.

2.3 Post-development stage

2.3.1 Tests and trials

Carry out trials to test the application of the Protocol and the use of the technological support that underpins it.

It is possible to schedule specific days and times when tests will be carried out.

Involve the lead institution in the matter, as well as other public entities who have worked on the development of the Protocol. Include specialized civil society organizations and representatives of the different communities of people with disabilities in these pilot tests. It is important that the tests are carried out by persons with disabilities who will ultimately be the end users of the service.

Establish a mechanism and procedure to incorporate the results of the tests and trials carried out.

Any technological issues should be resolved before the Protocol enters into force or is published.

2.3.2 Training

It is necessary to raise awareness and train personnel in the use of the Protocol and the accompanying technological support for its application.

It is also necessary to identify the target group(s) to be trained.

Likewise, it will be necessary to design the training materials (presentations, reading materials, videos, case studies, etc.) and decide who will provide the training, its format (in-person, virtual or hybrid), and frequency, and establish its impact on the career advancement possibilities of employees.

> In the case of Ecuador, one training per year is planned, led by the SIS ECU 911 Emergency Training area. It will be aimed at its staff of operators and at citizen security and health management services personnel, and will be supported by the National Council for Disability Equality (CONADIS), the lead agency in this area.

2.3.3 Communication, dissemination, and awareness

Design a targeted and inclusive communication strategy/campaign that can be implemented on a regular and frequent basis. To this end, it is necessary to request the support of the lead agency in this area, specialized civil society organizations, and representatives of the different communities of people with disabilities.

It is important that people with disabilities learn of the existence of this service and its operation (including the use of the application), so that they know how to activate it in the event of an emergency and use the service.

METHODOLOGY
FOR PREPARING AN INTERAGENCY
PROTOCOL FOR HANDLING
EMERGENCY ALERTS INVOLVING
PERSONS WITH DISABILITIES

WITH THE SUPPORT OF:

OAS|DPS

In the case of Ecudor, implements a permanent inclusive institutional communication campaign, with the objective of creating messages in formats that are accessible to the disabled community. The communication plan will include the following:

· Public Relations
· Dissemination of documents
· Audiovisual products
· Digital communication
· Community outreach

2.3.4 Evaluation of outcomes and of the Quality Management System

Conduct evaluations of compliance with the Protocol based on established indicators and thresholds. Apply the tools, mechanisms, processes, and procedures established to evaluate the quality of assistance received by persons with disabilities. Determine who will carry out the outcome and quality evaluations, and establish the periodicity of the exercise.

Analyze quantitative indicators and feedback from qualitative information.

Establish how the results of the evaluations will be presented and to which targeted audiences.

Based on the analysis, identify service shortcomings and weaknesses and devise possible solutions.

Develop and implement projects to incorporate the solutions devised. Establish a mechanism to follow up on the implementation of the solutions devised.

2.3.5 Review and changes

All reviews and changes to the document must be recorded with the approval signatures in a table indicating the general changes made to the document, the date, and the version number.

ECU

SERVICIO
INTEGRADO
DE SEGURIDAD

911

METHODOLOGY

**FOR PREPARING AN INTERAGENCY
PROTOCOL FOR HANDLING
EMERGENCY ALERTS INVOLVING
PERSONS WITH DISABILITIES**

WITH THE SUPPORT OF:

OAS|DPS

METHODOLOGY

FOR PREPARING AN INTERAGENCY PROTOCOL FOR HANDLING EMERGENCY ALERTS INVOLVING PERSONS WITH DISABILITIES

WITH THE SUPPORT OF:

OAS|DPS

ECU 911

SERVICIO INTEGRADO DE SEGURIDAD

METHODOLOGY

FOR PREPARING THE INTERAGENCY PROTOCOL FOR HANDLING EMERGENCY ALERTS INVOLVING PERSONS WITH DISABILITIES

WITH THE SUPPORT OF:

OAS|DPS