

Gender Responsive Disaster Risk Management Status Review and Recommendations for Implementing the Sendai Framework for DRR in the Asia Pacific



Stakeholder Group on Gender and Women's Issues in DRR
- United Nations Office for Disaster Risk Reduction - Asia
Pacific Partnership (APP-DRR)

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The Gender Stakeholder Group is comprised of representatives of national governments, bilateral agencies, United Nations agencies, and the Inter-Agency Standing Committee's regional working group on Gender in Humanitarian Action, civil society organizations, and individuals in the region who are promoting gender-responsive disaster risk reduction.



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Abbreviations

ADB	Asian Development Bank
ANDMA	Afghanistan National Disaster Management Authority
APDIM	Asian and Pacific Centre for the Development of Disaster Information Management
APMCDRR	Asia Pacific Ministerial Conference for Disaster Risk Reduction
APPDRR	Asia-Pacific Partnership for Disaster Risk Reduction
ARP	Asia Regional Plan of Action
ASDRR	Afghanistan Strategy for Disaster Risk Reduction
CBDRM	Community-based Disaster Risk Management
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CCA	Climate Change Agency
COVID-19	Coronavirus disease-19
DDPM	Department of Disaster Prevention and Mitigation, Ministry of Interior, Thailand
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
EWS	Early Warning Systems
GBV	Gender-Based Violence
GESI	Gender Equality and Social Inclusion
GPDRR	Global Platform for Disaster Risk Reduction
GSHG	Stakeholder Group for Gender and Women's Issues in DRR
HEAT	Household Emergency Assessment Tool
HFA	Hyogo Framework for Action
HRV	Hazard, Risk, and Vulnerability
HRVA	Hazard, Risk, and Vulnerability Assessments
IDNDR	International Decade for Natural Disaster Reduction 1990-2000
IEC	Information, Education and Communication
ILO	International Labour Organization
JICA	Japan International Cooperation Agency

LGBTQIA	Lesbian, Gay, Bisexual, Transgender, Queer and/or Questioning, Intersex, and Asexual and/or Ally
NDC	Nationally Determined Contributions
NDMI	National Disaster Management Institute
NDMO	National Disaster Management Office
ODI	Overseas Development Institute
PDNA	Post-Disaster Needs Assessment
PNG	Papua New Guinea
SADD	Sex and Age Disaggregated Data
SADDD	Sex, Age and Disability Disaggregated Data
SDGs	Sustainable Development Goals
SEI	Stockholm Environmental Institute
SRH	Sexual and Reproductive Health
SRHR	Sexual and Reproductive Health and Rights
UN	United Nations
UNDRR	United Nations Office for Disaster Risk Reduction
UNISDR	United Nations International Strategy for Disaster Risk Reduction, now UNDRR
UNFPA	United Nations Population Fund
WIN-DRR	Women's International Network on Disaster Risk Reduction

Executive Summary

The purpose of this document is to serve as a chief form of guidance towards the implementation of the Sendai Framework for Disaster Risk Reduction in the Asia Pacific region in a gender-responsive and socially inclusive manner by providing key action points. The considerations expressed in this report also contribute to the mid-term review of the Sendai Framework.

This assessment is based on a review of the Asia-Pacific Action Plan 2016-2018 for gender-responsive implementation, an online questionnaire survey with the governments in the Asia Pacific region, online consultations with the governments and stakeholders to supplement the questionnaire survey, and a review of secondary sources of literature.

In many societies in the Asia-Pacific, prevailing social, economic, and political relations result in girls and women being systematically disadvantaged and discriminated against. Social systems are guided by patriarchal values, so are the institutional and legal systems.

The overall lower social status of women and girls gives them fewer choices for education, employment, ownership, access, and control of productive assets. Due to these gender-based asymmetries, women have fewer opportunities for participation in the formal economy. Their contribution to family and economy often remains unrecognized and invisible; this excludes women from spaces within which they can contribute their skills and experiences to influence planning and strategic decision-making.

Women's rights, gender-based issues, and women's role in development have received great importance at global conventions, within development frameworks, and through agreements, starting with the Universal Declaration of Human Rights of 1948. Major commitments to ensure women's rights and gender equality are the 1979 Convention on the Elimination of All Forms of Discrimination against Women, the Beijing Declaration and Platform for Action and UN Security Council Resolution 1325(2000). Further, 'To promote gender equality and empower women' was one of the eight Millennium Development Goals (United Nations, 2000), and the 2030 Agenda for Sustainable Development has committed to 'Achieve gender equality and empower all women and girls' (SDG 5).

The main mandated national institutional mechanisms leading gender equality and women's empowerment issues are the ministries for Gender/Women and Development and other line ministries such as National Development Planning.

Gender issues in disaster contexts were brought to light during the International Decade for Natural Disaster Reduction (IDNDR). The Yokohama Strategy and the Plan of Action for a Safer World (United Nations, 1994), called for 'stimulating community involvement and empowerment of women at all stages of disaster management, which is an essential precondition for reducing vulnerabilities of communities to natural disasters'. The Hyogo Framework for Action: Building the Resilience of Nations and Communities to Disasters 2005-15 (HFA) recognizes that women and men are differently at risk from disasters and that their vulnerabilities differ; that women and men are equipped with different skills and capacities for disaster risk reduction.

The Sendai Framework for Disaster Risk Reduction 2015-2030 signals a turning point by recognizing women's indispensable role in disaster preparedness, management, response and recovery, and the need for women's empowerment to enable and strengthen their role. It states that women and their participation are critical to effectively managing disaster risk and designing, resourcing and implementing gender-sensitive disaster risk reduction policies, plans and programmes; and adequate capacity building measures need to be taken to empower women for preparedness as well as build their capacity for alternate livelihood means in post-disaster situations (UNDRR, 2015).

The CEDAW General Recommendation No. 37 on 'Gender-related dimensions of disaster risk reduction in the context of climate change' was endorsed in 2018, in consideration of the IPCC Fifth Assessment Report of the Intergovernmental Panel on Climate Change (IPCC, 2013). It is complementary to the recommendations of the Sendai Framework for DRR. It deliberates general principles of the CEDAW Convention applicable to disaster risk reduction and climate change, and substantiates that women, girls, men, and boys are affected differently by climate change and disasters, with many women and girls experiencing greater risks, burdens, and impacts.

However, despite decades of discussion, recommendations, and guidance through global, regional, and national interventions, gender considerations in disasters have not entered governance mechanisms in any significant manner, beyond plans on paper.

DRM institutional mechanisms such as National Disaster Management Offices (NDMOs), as the Focal Points of the Sendai Framework, are assumed to have the core mandate/main responsibility to lead on gender-responsive DRM.

Gender inequalities in disasters reflect the absence or the lack of social, economic, political, and legal rights and opportunities for women and girls in society at large. Both extensive and intensive disasters manifest conditions of heightened vulnerability, undermined capacities, exposure to sexual and gender-based violence, and difficulties in accessing health and other basic services, representing a subset of gender-based inequalities specific to disaster contexts.

The COVID-19 pandemic further demonstrated the 'non-disaster' aspects of gender inequalities that are accentuated during disasters, leading to the heightened vulnerability of women. This comes about by means of a loss of employment, intensified unpaid caregiving roles, gender-based violence (GBV), sexual and reproductive health (SRH) issues, and the necessity of the engagement of multiple agencies to tackle these issues. More specifically, the COVID-19 pandemic highlighted the need to address prevailing gender-based inequalities while tackling gender issues specific to disaster contexts, simultaneously.

As gender-based issues that occur in disasters are a subset of a broader gamut of gender inequalities, NDMOs are not in a position to address them in full independently or bear the sole responsibility for them; nor do they have the capacity to do so.

The root causes of gender inequalities are captured in development frameworks such as SDGs, CEDAW etc., while the Sendai Framework, Paris Agreement for Climate Change and the CEDAW General Recommendation No. 37 calls for attention to the gender considerations specific to disaster and climate risk.

The limited progress seen in gender equality and women's empowerment in disaster risk management policies, practices, and outcomes could be partly due to this unrealistic expectation of DRM focal institutions, which they do not have the knowledge or capacity to fulfill.

The Guidance Note asserts that gender responsive DRM is a responsibility of (and requires) coordinated efforts of multiple institutions, mainly the focal institutions for women and development, planning, and finance and disaster risk management. The specific "subset of gender issues" that emanate in disasters can be addressed by building on the status of gender equality and women's empowerment; and by drawing focused and well-coordinated actions towards disaster preparedness, response and recovery stages, as captured in Figure 1

As indicated in Figure 1, turning gender and social inclusion commitments in DRM into action requires coordinated inputs and implementation from a range of national and sub-national institutions beyond DRM institutions. The challenges expressed by the governments for the limited progress achieved in gender and social inclusion in DRM confirm this.

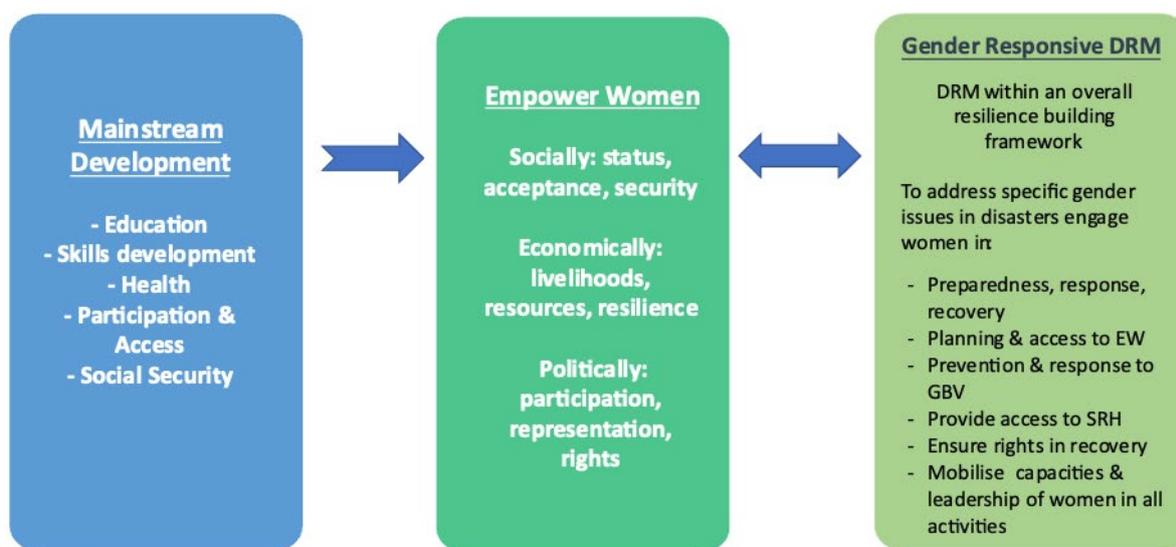


Figure 1: Interlinkages between Mainstream Development and Gender Responsive DRM

The recommended actions for gender-responsive implementation of the Sendai Framework for DRR, therefore, identify a variety of government entities mandated and responsible for an interconnected flow of actions to achieve expected outcomes of gender responsiveness.

The Guidance Note has mapped the roles and responsibilities of such key institutions (besides the DRM institutions), whose engagement and coordinated actions are required to address gender issues in DRM effectively.

The mapping highlights core actions within the scope of the DRM focal institutions, as well as the required functions by women and development and national development institutions, and the coordination and cooperation between them.

The mapping also highlights that gender and women's issues that occur in the disaster and climate change context (which has been in discussion over several decades), largely remain outside the scope of the work of mainstream women's development institutions.

The functions of DRM focal institutions should be enabled by the relevant institutions, such as by providing awareness and capacity (by Women and Development entities), and adequate resources (by national budget/national and sub-national planning entities). Removing barriers to institutional disconnect and making these institutional connections and coordination mechanisms more direct and functional are key to enable turning the commitments by the DRM focal institutions on gender equality and social inclusion into implementation.

The underlying premise needs to change to one where there is greater clarity on roles and responsibilities, the core mandate and expectations of DRM focal institutions, as well as the responsibilities of national and provincial development institutions, and Women's institutions to enable the effective realization of the Sendai Framework outcomes on gender equality and women's empowerment and leadership.

This way, gender equality and social inclusion outcomes in DRM become co-benefits of the broader gender equality and development commitments of governments through national development priorities, SDGs, and the commitments to the CEDAW, as depicted in Figure 1.

A set of recommendations and some targets are proposed in Table 2, based on consultations and the mapping exercise. These aim to supplement and support the gender-responsive implementation of the Sendai Framework, with an immediate focus on the Asia-Pacific Plan of Action 2021-24

1. Introduction and Context

In many societies in the Asia-Pacific, prevailing social, economic, and political relations result in girls and women being systematically disadvantaged and discriminated against. Social systems are guided by patriarchal values, as are institutional and legal systems.

The overall lower social status of women and girls gives them fewer choices for education, employment, ownership, access, and control of productive assets such as land, equipment, capital and credit, and information. Due to these gender-based asymmetries, women in comparison to men have fewer opportunities for participation in the formal economy, and their contribution in providing unpaid care work or family labour often remains unrecognized and invisible. This excludes women from spaces to contribute their skills and experiences to influence planning and strategic decision-making. These limitations are further aggravated by societal restrictions to women's mobility and the prevalence of sexual and other forms of violence.

Gender-based inequalities in their totality lead to a complex status of vulnerability across all social and age categories of women, placing them at greater degrees of disaster risk. It is important to recognize women are not a homogenous group and that inequalities relating to, age race, class, disability, sexual orientation and gender identity, and other forms of differences can create very complex forms of vulnerability, especially, when combined with the overall status of subordination. As institutional reviews over the years have shown, the formal disaster management mechanisms do not recognize gender-based inequalities and differences, they are not geared to identify and address gender-based issues, to actively engage women in planning, in providing women with access to early warning and other information. These gaps implicate on women's own preparedness and survival and that of their family, and on their ability to protect livelihoods and productive assets.

Women's rights, gender-based issues and women's role in development have received high importance in global conventions, development frameworks and agreements starting with the Universal Declaration of Human Rights of 1948 (United Nations, 1948). Commitments to ensure women's rights and gender equality are embedded in the 1979 Convention on the Elimination of All Forms of Discrimination against Women (United Nations, 1979) and the Beijing Declaration and Platform for Action and UN Security Council Resolution 1325 (2000). (United Nations, 1995). Consequently, ensuring substantive equality between women and men in disaster settings, particularly, those "affected by climate change and disasters, including extreme weather events such as floods and hurricanes, as well as slow-onset phenomena, such as the melting of polar ice caps and glaciers, drought and sea-level rise" was highlighted by the General Recommendation No. 37 to the CEDAW in 2018 (United Nations, 2018). To promote gender equality and empower women' was one of the eight Millennium Development Goals (United Nations, 2000). The 2030 Agenda for Sustainable Development has committed to 'Achieve gender equality and empower all women and girls' (SDG 5 5). The UN ECOSOC has identified the priority theme for the 66th session of the UN Commission on the Status of Women (CSW) in March 2022 will be "Achieving gender equality and the empowerment of all women and girls in the context of climate change, environmental and disaster risk reduction policies and programmes" (United Nations, 2015).

1.1 Commitments to Gender Equality and Women's Empowerment in DRR

The need to address gender issues in disaster management was brought into attention in the International Decade for Natural Disaster Reduction 1990-2000 (IDNDR) (United Nations, 1989). The Yokohama Strategy and the Plan of Action for a Safer World (United Nation, 1994), in the mid-term of IDNDR called for 'stimulating community involvement and empowerment of women

at all stages of disaster management, which is an essential precondition for reducing vulnerabilities of communities to natural disasters’.

Box 1: Sendai Framework Recommendations on Gender and Inclusion

- A gender, age, disability and cultural perspective in all policies and practices; and the promotion of women and youth leadership;
- A multi-hazard approach and inclusive risk-informed decision-making based on the open exchange and dissemination of disaggregated data, including by sex, age and disability;
- Use and strengthen baseline and periodically assess disaster risks, vulnerability, capacity, exposure, hazard characteristics and their possible sequential effects
- Apply risk information in all its dimensions of vulnerability, capacity and exposure of persons, communities, countries and assets, as well as hazard characteristics, to develop and implement disaster risk reduction policies;
- Enhance collaboration among people at the local level to disseminate disaster risk information through the involvement of community-based organizations and non-governmental organizations.
- Strengthen the design and implementation of inclusive policies and social safety net mechanisms, including through community involvement, integrated with livelihood enhancement programmes, and access to basic health care services, including maternal, newborn and child health, sexual and reproductive health, food security and nutrition, housing and education, towards the eradication of poverty, to find durable solutions in the post disaster phase and to empower and assist people disproportionately affected by disasters;
- Invest in, develop, maintain and strengthen people-centred multi-hazard, multisectoral forecasting and early warning systems, disaster risk and emergency communications mechanisms, social technologies and hazard-monitoring telecommunications systems. Develop such systems through a participatory process. Tailor them to the needs of users, including social and cultural requirements, in particular gender.
- Women and their participation are critical to effectively managing disaster risk and designing, resourcing and implementing gender-sensitive disaster risk reduction policies, plans and programmes; and adequate capacity building measures need to be taken to empower women for preparedness as well as build their capacity for alternate livelihood means in post-disaster situations.

The Hyogo Framework for Action: Building the Resilience of Nations and Communities to Disasters 2005-15 (HFA) identified disasters as a development issue and underlined integration of disaster risk reduction (DRR) in all development actions. The HFA recognizes that women and men are differently at risk from disasters and that their vulnerabilities differ; that women and men are equipped with different skills and capacities for disaster risk reduction. HFA underscores gender integration as a core factor and a cross-cutting issues in its implementation and specifies: ‘A gender perspective should be integrated into all disaster risk management policies, plans and decision-making processes, including those related to risk assessment, early warning, information management, and education and training (United Nations/UNISDR, 2005).

The Sendai Framework for Disaster Risk Reduction 2015-2030 signals a turning point by recognizing women's indispensable role in disaster preparedness, management, response and recovery, and the need for women's empowerment to enable and strengthen their role. It states that women and their participation are critical to effectively managing disaster risk and designing, resourcing, and implementing gender-sensitive disaster risk reduction policies, plans and programmes; and adequate capacity building measures need to be taken to empower women for preparedness as well as build their capacity for alternate livelihood means in post-disaster situations" (United Nations/UNISDR, 2015).

The CEDAW General Recommendation No. 37 on 'Gender-related dimensions of disaster risk reduction in the context of climate change' was endorsed in 2018 in consideration of the IPCC Fifth Assessment Report of the Intergovernmental Panel on Climate Change (IPCC, 2013) and is complementary to the recommendations of the Sendai Framework for DRR. It affirms that climate change is exacerbating the risks and impact of disasters globally by increasing the frequency and severity of weather and climate hazards, which heightens the vulnerability of communities to these hazards, and underscores the need to address the pre-existing gender inequalities.

It deliberates general principles of the CEDAW Convention applicable to disaster risk reduction and climate change, and substantiates those women, girls, men and boys are affected differently by climate change and disasters, with many women and girls experiencing greater risks, burdens and impacts. Taking into consideration that situations of crisis exacerbate pre-existing gender inequalities and compound intersecting forms of discrimination, it contains a set of specific recommendations for consideration in all climate actions.

There are several other international agreements and declarations that also include and support gender and social inclusion aspects of DRM.

1.2 Asia Plan for Implementing the Sendai Framework for DRR

The first Asia Regional Plan developed for Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030 provided a broad policy direction to guide implementation of the Sendai Framework, a long-term road map with a set of defined chronological milestones, and a two-year Action Plan with specific activities to be implemented during 2017-2018 in the Asia-Pacific region (UNISDR, 2016). A review conducted of the 2017-2018 Action Plan showed limited progress in gender responsive implementation, and identified several constraints leading to these limitations (UNDRR Asia Partnership, 2018). The 2018-2020 Action Plan was launched at the APMCDRR in Mongolia and the 'Asia-Pacific Action Plan 2021-2024 for the implementation of the Sendai Framework for Disaster Risk Reduction' is currently under preparation.

Box 2: Conclusions of 2018 Status Assessment

- Awareness of gender and social inclusion in DRM among key government officials is limited
- Interventions are not geared towards addressing structural issues, underlying risk factors, and root causes of disproportionate impact of disasters.
- Systems and capacities for systematic collection, analysis and use of sex, age and disability disaggregated data for effective planning, implementation and monitoring of progress are not in place.
- Efforts to build coherence and strengthen coordination between disaster risk reduction, SDGs and climate change planning and implementation are limited.
- There is continued focus on vulnerability and on servicing disproportionately affected groups instead of capacitating and empowering.
- Ongoing interventions for gender and social inclusion are uncoordinated and lack strategic direction.

Source: United Nations Office for Disaster Risk Reduction Asia Partnership (IAP Stakeholder Group on Gender Issues: Duryog Nivaran, UN Women & ADPC): Progress Review and the Way Forward: Gender Equality and Social Inclusion in Implementing the Sendai Framework for Disaster Risk Reduction in Asia, 2018.

2. Purpose and Objectives of the Status Review

This review aims to:

- support gender-inclusive implementation of the Sendai Framework for DRR, providing key action points to facilitate incorporating a gender analysis into policy and practice
- contribute towards the mid-term review (2022) of the Sendai Framework for DRR
- develop the main substantive guidance document to inform and ensure the planning process and organization of the Asia Pacific Ministerial Conference for DRR (APMCDRR) and its outcome documents are gender inclusive
- serve as a main guidance for developing and implementing a gender-responsive and socially inclusive Asia-Pacific Action Plan 2021-2024 for the implementation of the Sendai Framework for Disaster Risk Reduction

2.1 Methodology

The following problem statement and framework of analysis and research questions served as the basis for the gathering and analysis of information.

Problem statement and research questions

Inadequate progress in addressing gender and women's issues in the implementation of the guidance and recommendations of the Sendai Framework for Disaster Risk Reduction.

Framework of analysis

Gender equality refers to the "equal rights, responsibilities and opportunities of women and men and girls and boys. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centered development"¹.

Within the overall development context, gender inequalities manifest in a number of ways including social (subordinated status in society, subject to sexual and gender based violence, inadequate access to education and health, including sexual and reproductive health and rights, restricted mobility); economic (limited livelihood choices and security, and access to production resources); political (limited participation in planning and decision making, poor institutional representation); and legal (right to safety, access to information and services etc.). These are underlying core issues envisioned in the international instrument - CEDAW and respective national government strategies for women and development. The main mandated institutions leading the issues include national machineries for promoting gender equality, such as ministries for Gender/Women and Development and other line ministries such as National Development Planning.

Gender inequalities in disasters reflect the absence or the lack of social, economic, political and legal rights and opportunities, discussed above. Heightened vulnerability, undermined capacities, exposure to sexual and gender based violence, and difficulties in accessing health and other basic services that are commonplace both in extensive and intensive disasters, all represent a subset of gender-based inequalities prevalent in society. The COVID-19 pandemic

¹ UN Women (<https://www.un.org/womenwatch/osagi/conceptsanddefinitions.htm>)

demonstrated the ways in which gender inequalities manifest in disasters, bringing attention to a broad range of stakeholders beyond DRM institutions.

The Sendai Framework (Box 1) provides a foundation with which gender equality and women's empowerment can be incorporated into disaster risk reduction in a systematic manner. Government DRM mechanisms such as National Disaster Management Offices (NDMOs), as the Focal Points of the Sendai Framework, are assumed to have the core mandate to lead on these. Yet, despite decades of discussion, recommendations, and guidance through global, regional and national interventions, gender considerations in disasters have not entered governance mechanisms in any significant manner, beyond plans on paper.

Gender-based issues emanating in disasters being a subset of a broader gamut of gender inequality, NDMOs are not in a position to address them in full, independently or bear the sole responsibility, nor do they have the capacity to do so. The root causes of such inequalities are captured in development frameworks such as SDGs, CEDAW etc. while the Sendai Framework, Paris Agreement for Climate Change and the CEDAW General Recommendation No. 37 calls for attention to address the gender considerations that are prevalent in society, which get exposed and exacerbated in disasters.

The limited progress seen in gender equality and women's empowerment in disaster risk management practices and outcomes could partly be due to this unrealistic expectation of DRM focal institutions.

The COVID-19 pandemic clearly demonstrated the 'non disaster' aspects of gender inequalities that gets accentuated in disasters leading to heightened vulnerabilities of women. The prolonged lockdowns/travel restrictions meant challenges for both women and men, loss of livelihoods being one. However due to pre-existing gender based economic, social and institutional disparities and gender identities, negative impacts fall disproportionately on women and girls across all social and age groups. Women remain at the bottom of the wage pyramid with little or no social protection. Those already in precarious employment, were pushed into worsened situations. Staying at home, made care arrangements more complex, and prevailing gender divisions of labour put added pressure on women. Incidence of domestic/intimate partner violence, suicide, maternal mortality also reportedly increased in many countries. These impacts are not temporary.

Ongoing and escalating effects of COVID-19 are compounded by extensive and intensive disasters resulting from natural hazards, exacerbating existing gender based inequalities in risk reduction and resilience. The pandemic has thus highlighted the necessity of the engagement of multiple agencies to tackle the issues. More specifically, the need for addressing prevailing gender-based inequalities parallel to tackling the subset of issues related to disasters.

Research questions

- i. To what extent are the gender issues in DRM integrated into the policies, strategic plans, and practices of the mainstream institutions mandated for gender equality and women's empowerment; and what aspects of gender equality and women's empowerment are prioritized at present in development and national strategies, as well as DRR strategies?
- ii. Why are NDMOs failing to address the recommendations in the Sendai Framework on gender and inclusion within their mandate?
- iii. What are the gender-based issues arising from COVID- 19 pandemic (that are different to other hazards, including known epidemics)?
- iv. What are the added dimensions of inclusion of varying social groups (especially women and men in their diversity) in COVID-19 and similar epidemics/pandemics?
- v. What are the institutional aspects of DRM focal institutions connecting with public health institutions - specifically at the local level for awareness, prevention, and response?

- vi. How can the commitments of CEDAW, rights-based and humanitarian approach and related institutional mechanisms be utilized to implement the Sendai Framework recommendations on gender and inclusion more effectively?
- vii. What are possible entry points to embed the above into countries' national development priorities?

Information was collected through the following means: i) a literature review of the secondary sources of information that included selected national DRM strategies, women's development strategies and gender mainstreaming strategies, statements made by the governments at the Global Platform for DRR (GPDRR) 2019 and Asian Ministerial Conference for DRR (AMCDRR) 2018, and recent reviews on the topic; ii) an online survey with the governments in the Asia region through a structured questionnaire administered by the UNDRR Asia Pacific, and an online consultation to supplement the questionnaire survey on the status of gender integration into the implementation of the Asia Regional Plan.

The online survey questionnaire is presented in Annex 1. Information for the status review was collected from April - December 2020.

2.2 Limitations

Due to the COVID -19 pandemic situation related challenges faced by the governments, responses to the online survey and the consultation were limited. The status review therefore is based on the primary information received from governments of Afghanistan, Bangladesh, Maldives, Nepal, Sri Lanka and Thailand, supported with the information from relevant secondary sources.

3. Gender in Disaster Risk Management: Implementation Issues

3.1 Review of DRM Strategies for Gender Inclusion

The Study reviewed the most recent DRM strategies² of a selected number of countries, namely, Islamic Republic of Afghanistan, Commonwealth of Australia, People's Republic of Bangladesh, Republic of India, Japan, Independent State of Papua New Guinea and the Socialist Republic of Viet Nam.³

Many of the countries used the language used in the Sendai Framework on gender equality and social inclusion when referencing women and girls, reflecting the commitment to address gender issues. This was particularly shown in the documents from Afghanistan, India, Bangladesh, Vietnam and Japan. However, translation of the commitments into actionable measures widely varied. In some strategies, detailed measures were listed indicating an understanding of the issues concerned, but in most cases there were no details provided beyond the commitments.

For instance, in India's 'National Disaster Management Plan (February 2019)' the chapter on Social Inclusion in DRR goes into the details of the multi-faceted discrimination faced by women, "Gendered disadvantages – unequal access to resources, legal protection, decision making and power, their reproductive burden and their vulnerability to violence – consistently render women more vulnerable than men to the impacts of disasters. Disasters reinforce, perpetuate and increase gender inequality, making bad situations worse for women. The potential contributions that women can offer to the disaster risk reduction are often overlooked and female leadership in building community resilience to disasters is frequently disregarded."

Afghanistan's 'Strategy for Disaster Risk Reduction for the period of 2018-2030 (ASDRR)' also covers the issues well, while the Bangladesh 'National Plan for Disaster Management (2021-2025)' shows a good grasp of the issues and the context. Japan's 'White Paper: Disaster Management in Japan 2017' talks about the differing needs of women and girls, and goes beyond the Sendai Framework language to list some of the issues faced by women and girls in Japan that require attention.

At the same time, the tendency to identify women as vulnerable is commonplace and there is no recognition of the skills and knowledge that women can bring to disaster risk reduction. For example, the 'National Strategy for Natural Disaster Prevention, Response and Mitigation to 2020' of Vietnam refers to women as a vulnerable group. Similarly, in Papua New Guinea's strategy 'National DRR Framework', there is a mention of pregnant and lactating mothers among the vulnerable groups during a disaster, with no further reference to gender based issues in DRM.

In terms of the measures and actions proposed for implementation, the language is again mostly reproduced from the Sendai Framework, e.g. with regard to women's leadership and participation, the sentiments expressed are mostly along the lines of: 'promotion of women and youth leadership are critical'; or 'Women's leadership and greater involvement should be central to disaster risk management.' There are some exceptions, for example Japan outlines specific strategies such as 'increasing female representation on Local Councils for Disaster

² The reviewed DRM strategies by country are: a) Afghanistan Strategy for Disaster Risk Reduction for the period of 2018-2030 (ASDRR); b) Australia - National Strategy For Disaster Resilience (February 2011); c) Bangladesh - National Plan for Disaster Management (2021-2025); d) India - National Disaster Management Plan (February 2019), e) Japan – White Paper: Disaster Management in Japan 2017; f) Papua New Guinea – National Disaster Risk Reduction Frameworks (2017-2030); g) Viet Nam - National Strategy For Natural Disaster Prevention, Response And Mitigation To 2020.

³ Hereafter, country names will be used for brevity.

Management and undertaking initiatives aimed at reflecting the perspective of gender equality when preparing and revising Local Plans for Disaster Risk Reduction’.

With sex and age disaggregated data recognized as fundamental in the Sendai Framework for DRR and in the Asia Regional Plan to address gender issues in DRM, Papua New Guinea, Viet Nam, Afghanistan, Bangladesh and Japan all mention the need to improve the systems needed for this. Bangladesh extensively promotes the collection and use of disaggregated data. The Government of India’s National Disaster Management Plan 2019 however makes no specific mention of disaggregated data.

The review of this sample of DRM strategies and plans shows that broadly there is commitment to incorporate gender issues, however while some countries have translated these into specific actionable measures, many have not gone beyond stating their commitment.

3.2 Review of the Statements Made at the AMCDRR 2018 and the GPDRR 2019

AMCDRR 2018

The statements made by governments of 32 countries at the Asian Ministerial Conference for DRR in 2018 in Ulaanbataar were reviewed for gender-inclusive ideas and language⁴.

Of these, 10 countries make no reference to women, gender, or social inclusion. Twelve countries mention local level DRR, engagement of the community, and community resilience, although they do not break down the community further. It is possible that engagement of women is seen as part of community engagement. Two countries mention women as part of vulnerable groups or those disproportionately affected by disasters. One government mentioned the need for social protection schemes.

More specific references were noted in the following statements. The Government of Afghanistan explained that it consulted with women, among many other sectors of society, to develop the national DRR roadmap. The Government of Malaysia stated that it will provide impetus to the empowerment of special groups including women to participate in DRR, especially local level DRR.

The Government of Australia mentioned that it was a priority to promote enhanced gender and disability inclusion across all stages of the disaster risk management and disaster management cycles. Another country that also mentioned gender-inclusive strategies was the Solomon Islands, which stated that the new national disaster management plan promotes the involvement of women in arrangements at all levels in the management of disasters (national, sectoral, provincial, and local), as well as gender and social inclusiveness in disaster management in addressing Priority 4 of the Sendai Framework.

The of Bangladesh made the most extensive reference to women’s involvement in their statement, stating that women are considered the key role player at the frontline of disaster management; examples of engagement of women and programs for women are seen throughout their statement. It was the only country that mentioned and acknowledged the role of the Ministry of Women and Children Affairs in DRR, and its partnership with the Ministry of Disaster Management and Relief in the process is recognized.

Other positive references were the Marshall Islands’ statement mentioning that the National Disaster Committee has women by legislation, and the Government of Philippines announcing the process of setting up a national loss and damage registry with disaggregated data, including the active participation of women among other specific groups mentioned.

⁴ <https://www.unisdr.org/conference/2018/amcdrr/>

GPDRR 2019

The statements made by governments of Asia and the Pacific at the GPDRR 2019⁵ were also analyzed for reference to gender-inclusion. Out of the 22 statements, only 4 countries make specific reference to gender concerns.⁶

Again, most make no specific mention of women or gender concerns and one can infer that engagement of women is seen as part of community engagement. For instance, 10 governments refer to engagement, consultation, and targeting of communities⁷. Four more governments (the government of China, the Republic of Korea, the Democratic People's Republic of Korea, and of the Government of Fiji) mention being people-focused/centered or putting people first. The Government of India used the term 'social inclusion'. None of these 15 countries make specific mention of women, or gender. Two other statements mention women/pregnant women as part of vulnerable groups that need specific attention (Governments of Pakistan and Bangladesh).

The Statements that were most specific in addressing gender concerns were by: the Government of Philippines, which flagged the need for gender, rights, and social protection systems; the Government of Afghanistan which mentioned consulting women's groups in developing a DRR road map, with an effort made to mention men, women, and children instead of 'people' or 'community' as a collective; the Government of Sri Lanka, which stated that all DRR measures were implemented in an inclusive manner, wherein women are mentioned as part of a specific project target group; and the Government of Tonga recognising that data disaggregation is a challenge and can be strengthened in the future, and that better access to locally relevant data and strengthened practical understanding of disaster and climate change impacts are essential to support evidence-based action, including investments by the governments and communities of the Pacific Islands.

The review of these two sets of statements highlighted that governments for the most part do not underline the importance of the heterogeneity of a community or see disaggregation by sex and other criteria as something that is a priority, although there were exceptions. Points that were flagged that are worth noting are: legislation for the representation of women; the need for the disaggregation of data for sensible action and investments, as well as the need to engage the Ministry of Women/Women's Affairs in DRR actions as a key partner.

3.3 Review of National Strategies on Women and Development

A review of selected national strategies⁸ on women and development representatives across the sub-regions in the Asia-Pacific reflects a dismal picture, as there seems to be little understanding of gender issues in disasters as part of the overall gender and development context. In all except two of the strategies reviewed (i.e. of Vietnam, Bangladesh, India, Indonesia, and Sri Lanka) there is no mention at all of disaster contexts. It is only in Bangladesh's "National Women Development Policy 2011" and in Japan's Fifth Basic Plan for Gender Equality (2020-2025), that gender and women's issues in disaster risk and management are mentioned. This can be seen as a major drawback, as the mainstream of work in the area of gender equality and women's empowerment does not capture relevant disaster and climate risk concerns.

⁵ <https://www.unisdr.org/conference/2019/globalplatform/programme/official-statements.html>

⁶ The four countries specifically referencing gender concerns are; Philippines, Bangladesh, Japan and, Lao PDR

⁷ Australia, Cambodia, Malaysia, Tonga, Marshall Islands, Mongolia, Nepal, New Zealand, Thailand, Viet Nam.

⁸ The reviewed national Women & Development strategies are; 1) Sri Lanka – Draft National Policy on Women, Sri Lanka's 8th Periodic Report (CEDAW/C/LKA/8) submitted under the International Convention on the Elimination of All Forms of Discrimination against Women & UNDP Human Development Report 2019, Inequalities in Human Development in the 21st Century - Sri Lanka; 2) Viet Nam - National Strategy on Gender Equality for the 2011-2020 Period; 3) Bangladesh – Gender Policy: Department of Environment Ministry of Environment and Forests July 2016, National Women Development Policy 2011 & National Social Security Support Gender Policy (Draft) 2017; and, 4) Pacific Islands - United Nations Pacific Strategy 2018-2022: A Multi-Country Sustainable Development Framework in the Pacific Region & the 2018 Pacific SDGs Progress Wheels, 5) Fifth Basic Plan for Gender Equality Government of Japan (2020-2025)

In a recent review conducted by UN Women, it is noted that “in many countries, national women’s ministries, networks and development agencies play an essential role in asserting gender equality and social inclusion in DRR agendas (Nguyen, Pross, Han, UN Women, 2020). In the Philippines and Viet Nam, those agendas have driven the development of official policy on DRR”. And in Japan, Gender Responsive DRR Guidelines⁹ were developed in 2020 by the Gender Equality Bureau of Cabinet Office. Recent work on gender and climate change points out that “Climate change adaptation and disaster risk reduction actions could lead to maladaptation, unintentionally worsening socio-economic imbalances, and adaptation (and disaster risk reduction) policies, plans”, adding that projects that do not take women’s issues and needs into account may unintentionally exacerbate existing gender inequities (UNDP, 2016)¹⁰. However, the gender/women and development strategy documents reviewed have not captured the magnitude of issues related to gender in the field of disasters and climate risk, despite the growing body of work in the last few decades. Gender issues in disaster and climate risk management are pursued primarily within those domains, whereas in the women and development domain, these concerns remain largely unaddressed.

3.4 Review of Recent Literature

Resilience building of women as a key DRM approach

The report, Review by UN Women Gender-Responsiveness and Disability-Inclusion in Disaster Risk Reduction in Asia and the Pacific, observes several limitations in implementing Priorities for Action of the Sendai Framework. While the commitment to collect and use Sex, Age and Disability Disaggregated Data (SADDD) is included in many national plans, attention is lacking regarding the importance of qualitative analysis of social dynamics and the root causes of vulnerability, as well as the unequal distribution of risks.

The review found “that provisions to invest in DRR for resilience remain largely non-gender-responsive or disability-inclusive, and only a few countries recognize the importance of creating enabling environments for inclusion by raising public awareness and building capacities” (ibid, p5). Supporting women’s resilient livelihoods, as well as social protection and services, have not received due attention.

The review highlights the importance of securing resources for inclusive DRR through gender-responsive budgeting and mainstreaming gender equality and social inclusion through dedicated institutions. It also emphasizes the need for institutional coordination between the key state institutions which are responsible for issues around gender equality and social inclusion and the DRM institutions.

Research by the ADB argues and demonstrates the value of women-focused investments in climate and disaster resilience. It brings in evidence that shows women-led resilience strategies that deal with disaster- and climate-related shocks and stresses, especially at the local level, and argues that “investing more, and in a targeted manner, in women, can help increase resilience. Given women’s social roles, they are challenged by and have a deeper understanding of rural and urban vulnerabilities. This is the starting point of any resilience investment”.

The analysis underlines that such investments should be undertaken in all sectors—agriculture and livelihoods, urban, energy, water resources, finance, and social protection—and require political will, technical capacity, wide-ranging partnerships, and longer-term commitment (ADB, 2020).

⁹ Gender Equality Office: https://www.gender.go.jp/policy/saigai/fukkou/pdf/guidelene_01.pdf (in Japanese).

¹⁰ Gender, adaptation and disaster risk reduction, Policy Brief 2, UNDP, Global Climate Change and Gender Alliance, 2016

These investments can include a wide range of interventions that build women's capacities and resilience to disasters and climate change, such as those involved in human resources, institutional strengthening, financial literacy, promotion of women's voice and representation, skill development, and learning.

This approach focuses on building women's capacities, skills and strengths rather than focusing on vulnerabilities, and provides direction on climate and disaster risk reduction-based development interventions. It requires multi-sectoral understanding, coordination, and commitment.

While DRM and climate sector agencies can create awareness, promote, and advocate for women-focused investments for resilience building, it is the national planning, budgeting, and sectoral entities which are mandated to strategize and implement. The analysis concludes that "women-focused investments in climate and disaster resilience require coordination and planning among ministries and national agencies of planning and finance, women and development, sector development, DRM, and CCA" (Ibid, p 18).

Intersectional approach to gender issues in DRM

In the discourse of vulnerability and resilience, the concept of intersectionality¹¹ is brought in to gain a deeper understanding of the issues. The Scoping study by the ODI, 'Intersectional approaches to vulnerability reduction and resilience-building' indicates that 'Intersectional approaches recognise that people will have different identities, needs, priorities and capacities which are not static, and will shift and change over time – affecting their ability to prepare for, cope with and respond to natural hazards and climate variability' (Chaplin, Twigg, Lovell, 2019).

It further expands on this subject, stating that those who face the greatest levels of risk include people with disabilities, women, children, older persons, minority and indigenous groups, LGBTQIA, people with chronic health conditions, and others who are contextually marginalized. These groups are often categorized into a single group under specifically vulnerable or marginalized; however, these groups are neither homogenous nor static.

The research points out the limitations of this assumption of homogeneity. 'Despite the recognised importance of taking gender into account, there remains a lack of nuance and depth of understanding about how best to support different categories of women to cope with environmental shocks and stresses'¹². Intersectional approaches is proposed as an analytical tool for understanding and responding to the way gender intersects with other identities. (Ibid, p 19).

This is a relatively new concept in application, as shown in the analysis of the official statements made by the governments at the Global and Regional Platforms for DRR (Section 3.2), where it is commonplace to place women and varying community members and groups under CBDRM/ community engagement approaches.

A key recommendation of this research is 'more research on intersectional approaches to vulnerability reduction and resilience-building is required to inform and influence governments, United Nations agencies and development stakeholders – in particular qualitative and contextual research to fully understand how inequalities intersect and affect people in different contexts. Better collection and use of disaggregated data is essential, both for understanding intersecting inequalities and for targeting interventions that build resilience for all'.

¹¹ Merriam Webster. Definition of intersectionality: "the complex, cumulative way in which the effects of multiple forms of discrimination (such as racism, sexism, and classism) combine, overlap, or intersect especially in the experiences of marginalized individuals or groups."

¹² https://www.preventionweb.net/files/47606_bangkokprinciplesfortheimplementati.pdf

Gender implications in COVID-19 pandemic

Disproportionate impacts of the COVID-19 pandemic on women and girls have been observed in several critical areas: economic, unpaid care work, health, sexual and reproductive health, and gender-based violence, as pointed out by the assessments carried out by UN Women, UNFPA, JICA and GAPS UK.

Disease and epidemics make existing inequalities for women and girls and discrimination of other marginalized groups such as persons with disabilities and those in extreme poverty, worse (UNFPA, 2020). With the spread of the COVID-19 pandemic even the limited gains made in the past decades following the Beijing Platform for Action are at risk of being rolled back (UN Women, 2020). A multi-country participatory research project that assessed the impact of COVID-19 by 22 partners in 10 countries states that the impact of COVID-19 is deeply gendered. The body of evidence outlines that the impact of COVID-19 is exacerbating existing gender inequalities as well as conflict and insecurity. It also indicates the implications on women and girls' intersecting identities (GAPS UK, 2021).

The impact on women's employment and livelihoods is significant, due to their greater reliance on temporary and informal employment. Women who are the heads of households have been particularly hit hard by COVID-19. Single mothers generally do not have the savings, land, or assets necessary to pledge as collateral for loans, making it very difficult for them to access financial institutions for economic support (JICA,2020). Women have also not always had access to economic recovery packages offered by governments.

The COVID-19 global crisis has made starkly visible the fact that the world's formal economies and the maintenance of our daily lives are built on the invisible and unpaid labor of women and girls (Ibid, p 19). Unpaid care and domestic work provided by women and girls has increased, due to schools being closed, heightened domestic care needs of the sick and the older persons, and overwhelmed health services.

Box 3: Affirmative Action on Women's Concerns During the COVID-19 Pandemic

The National Commission for Women (NCW) of India released monthly reports / newsletters describing the impact of COVID-19 on Women in India during lockdown. The key points identified during lockdown are as below:

- Women are prime caregivers for their children; hence school closures resulted in added stress, increased their burden and affected their mental health.
- Increase in numbers of domestic violence complaints as women were confined inside homes with their abusers and it was difficult for them to access institution support such as police at times like these.
- Some working women are single parents and handling their work from home while also managing their family were constantly overloaded with physical and mental pressures to remain productive.
- For pregnant women and mothers with newborn babies who needed special care were also facing difficulty in accessing health facilities in the lockdown situation.
- Women are predominantly the frontline workers in the form of paramedic staff. There was need to provide uninterrupted supply of feminine hygiene products to these frontline women workers.

During lockdown, the NCW based on its research carried out a special media campaign to create awareness about legal provisions for protection of women and to apprise them on approaching the government through various helplines and support, the Commission carried out an audio-visual media outreach from March 25. Campaign advertisements were released on the themes of 'Domestic Violence against Women' and 'Sexual Harassment at Workplace' and broadcasted on National and private TV channels and radio stations in several Indian languages.

Source: 2020 JICA Japan International Cooperation Agency, Knowledge Co-Creation Programme: Gender & Diversity in DRR, 2020.

UNFPA indicates that emergency response to the COVID-19 pandemic also means that resources for sexual and reproductive health services may be diverted to deal with the outbreak, contributing to a rise in maternal and newborn mortality, increased unmet need for contraception, and increased number of unsafe abortions and sexually transmitted infections (Ibid, p 19). This is compounded by the fact that around the world, women make up 70 percent of health and social service workers. There are concerns related to their own safety, as well as their availability to attend to sexual and reproductive health needs, and to provide essential and emergency facilities adequately and in required quality.

In times of crisis, women and girls are often at a higher risk of intimate partner violence and other forms of domestic violence, due to increased tensions in the household. Research by JICA states that it is observed and reported that a shadow pandemic of gender-based violence against women, girls, and children has emerged in the wake of the COVID-19 pandemic, as governments around the world impose lockdowns to slow the spread (Ibid, p 20).

The COVID-19 pandemic once again showed how women's needs are overlooked when they are not being adequately represented in planning and decision-making roles. Women have played significant roles in their local communities to control and mitigate the spread of the virus and combat second-order effects. They serve as frontline workers in the health, education, food distribution, and caregiving industries. However, despite their participation in these activities, women continue to be excluded from key decision-making discussions about COVID-19 measures.

3.5. Experience and Challenges Faced by Governments

To understand achievements, constraints, and barriers and the way forward to implement the recommendations on gender and social inclusion in disaster risk management committed to in the Sendai Framework and the Asia-Pacific Action Plan 2021-2024 for the implementation of the Sendai Framework for Disaster Risk Reduction, an online questionnaire was administered to selected governments by UNDRR's Regional Office for Asia and the Pacific (Annex 1). Responses were received from the Sendai Focal organizations of four governments and one Women's Ministry. The information presented here is from the responses of these four as well as the online dialogue that was held to obtain the inputs from more countries. Sendai Focal organization from seven governments and one Women's Ministry participated in the online dialogue, in addition to many civil society representatives (Annex 2). This information is organized into the four key priorities that emerged during the consultations: Access and use of disaster data, mechanisms to engage women in DRM, coordination with existing institutional mechanisms, and COVID-19 pandemic response and management. This information is organized into the four key priorities that emerged during the consultations: Access and use of disaster data, mechanisms to engage women in DRM, coordination with existing institutional mechanisms, and COVID-19 pandemic response and management.

Box 4: Guidelines and Protocol for Gender and Social Inclusion in Climate Change and Disasters

The Government of Bangladesh has developed protocols and guidelines providing the basis for government agencies collecting and compiling data and information on climate change and disasters with disaggregation by sex, age and disability. They are focused on 26 national indicators related to exposure, vulnerability, impacts and management of activities related to climate change and disasters agreed on during 2019 by stakeholder ministries/divisions/ departments and organisations. The guidelines aim to operationalize a national set of indicators that have been agreed as a starting point for producing gender related and socially inclusive statistics that will provide more comprehensive information on the population exposed vulnerable and impacted by disasters and the integration of gender issues and the needs of people with disabilities in policies and programmes related to climate change adaptation and mitigation.

The primary users of the guidelines are the Bangladesh Bureau of Statistics, Department of Disaster Management and Department of Environment, among others. The Guidelines indicate that the users of statistics on gender, climate change, and disaster risk reduction will also find them valuable to understand the statistics that can be produced and how they can be used to guide policies, plans and programmes. The guidelines are expected to contribute to a fundamental shift in how gender statistics for disaster and climate discourse are produced and used for planning. The data that is generated following the guideline will also help monitoring and reporting against global, regional and national commitments to gender equality in the context for disaster risk management and climate change.

Source: Integrating Gender and Social Inclusion in Environment, Climate Change and Disaster Related Statistics: Methodological Guidelines and protocol for Data Producers and Users

Published by: Government of Bangladesh, Environment, Climate Change and Disaster Statistics Cell, Bangladesh Bureau of Statistics, Statistical and Informatics Division, Ministry of Planning in partnership with EmPower: Women for Climate-Resilient Societies and UN Women

3.5.1 Disaster Data Collection

The countries expressed that the type of data required for effective DRM was categorized into demographic data; geographic and spatial data, as well as locations for supporting disaster response; historical data on disasters, meteorological and hydrological aspects related to disasters; real-time data on disasters; and data for response planning (Annex 3).

The governments had different mechanisms for collecting and sharing disaster and risk information, ranging from national data centers to dependence on local authorities (island councils in the Maldives) and first responders (military, police, Red Cross & Red Crescent). First responders were seen as playing a crucial role in collecting disaster impact data. One country, Thailand, stated that that financial and economic impact data is collected by the Office of National Economic and Social Development, National Statistics Office of Thailand, Ministry of Digital Economy and Society, Bank of Thailand and other Financial Institutes.

Databases and data sharing

All countries mentioned various databases being used or in the process of being set up and expressed that there was reasonable sharing of information, but that it was mostly on request. For example, Afghanistan and the Maldives acknowledged that information was only shared upon the official request of stakeholders; the exchange of information usually comes about by means of the publication of reports, or organizing events among stakeholders; Afghanistan

mentioned that there are no defined mechanisms to facilitate a regular information sharing process.

Sri Lanka, on the other hand, has an open platform where risk information is shared freely with all. Regular updates of data are noted in Thailand and Nepal, while both Afghanistan and Maldives mentioned that updates were ad hoc. The post-disaster data collection was more frequent compared to pre-disaster data, indicating that countries continue to be response-focused as opposed to focusing on preparedness and disaster risk management.

Disaggregated data

While all countries have taken some steps to address disaggregation of pre- and post-disaster data, countries are at very different stages. In the pre-disaster stage, the Maldives indicated that they collect data disaggregated by sex, age, and disability at all levels of government, while disaggregation in Nepal is by sex and age. Afghanistan disaggregates only by sex, though at all levels, but new attempts are being made (see box 5). Thailand indicated that it collects data disaggregated by sex and age only at the local level.

In the post-disaster phase, disaggregation of data by sex, age, and disability is adhered to by all countries at all levels of governance, except for Thailand, which limits the disaggregation by sex and age to the local level only.

Thailand noted that the reason for this is due to an issue with the data platforms: "Department of Local Administration has designed the platform, however other agencies are not able to retrieve the information due to lack of connectivity systems among the platforms."

The issues that are noted as most crucial in addressing gender and social inclusion directly related to limitations in data disaggregation by the governments are: Providing protection in emergency and displacement situations; addressing sexual and reproductive health issues; enabling and strengthening women's skills, capacities, and leadership for DRM; practical needs that are specific to women and girls; and, issues related to disabilities and providing livelihood security and recovery support.

The recent review of Gender-Responsiveness and Disability-Inclusion in Disaster Risk Reduction in Asia and the Pacific conducted by UN Women observes that "despite the importance of SADDD in informing gender responsive and disability inclusive DRR strategies, it remains an optional and largely absent component within the national and local DRR strategies developed under the Sendai Framework Target E" (Ibid, p 19). Considering the challenges as well as its critical requirement, governments suggested that disaggregated data be incorporated into national policies.

Box 5: Household Emergency Assessment Tool for Disaggregating Data

The Afghanistan National Disaster Management Information System has newly adopted the HEAT tool, which disaggregates data by sex, age and disability: <https://www.humanitarianresponse.info/en/operations/afghanistan/household-emergency-assessment-tool-heat>

Household Emergency Assessment Tool (HEAT) is a recently developed multi-sector tool for all emergency response in Afghanistan, intended to indicate emergency assistance needs. In response to slow and inaccurate assessment data collection and analysis in 2015, a Humanitarian Coordinated Assessments Working Group (HCAWG) was set up to develop a common tool. The initiative also results from requests to streamline diverse approaches to humanitarian assessment for natural disasters and conflict displacement.

HEAT is a robust and appropriate assessment tool for emergency requirements. It does not attempt to replace in-depth sector assessments, but the enumerators are trained to make observations and comment on likely secondary implications and longer-term issues for inclusion in assessment reporting. The assessment reports will be shared with both the assessment team participants and the clusters, who can determine requirements for secondary, multi-sector or sector specific assessments.

Source: OCHA Services

Limitations in the use of data

Responses on disaggregated data show that the status in many countries is not streamlined, particularly for the pre-disaster phase. All the countries mentioned the existing systems and processes of planning for DRM require collection and analysis of disaggregated data by sex, age, and disability at local, provincial, and national levels. Countries agree on the importance of having disaggregated data for all levels of governance for planning purposes.

Disaggregated data is mostly used for relief assistance and other post-disaster activities such as identifying differently affected groups and targeting relief assistance, as well as for post-disaster recovery planning. With reference to gaps in disaggregated data, the key issues faced were the problems encountered during relief distribution, such as preparation and distribution of response packages.

The responses indicate that disaggregated data is not used for planning early warning systems, communicating early warning messages, or for planning post-disaster rebuilding, in many cases.

Box 6: Improving the Good Practice of Strengthening the Female Volunteer Force in Bangladesh

Bangladesh is a country which has mobilised female volunteers in recent years to support EWS during cyclones, helping to bring down casualties over several years. The Cyclone Preparedness Program (CPP), which is a joint program of Government of Bangladesh and Bangladesh Red Crescent Society that provides a robust early warning system for the coastal population of 13 districts, was created to mitigate the challenges of catastrophic cyclones that frequently hit Bangladesh coast. The CPP has approximately 49365 volunteers (32,310 are male and 16,455 are female) across these 13 districts, in up to 3291 Units in 322 Unions.

During the pandemic, the number of women volunteers from the community was further increased to improve access to information among the women and girls for early warning and lifesaving services during disasters. To ensure women leadership from the community and to prevent gender based violence risk in disaster, they are given training and as a result play functional and leading roles in the management of cyclone and flood shelters, particularly in their areas of the shelter earmarked for women and girls. They are given the task of preparation of the vulnerable people, elder people, pregnant, lactating mothers and persons with disability. The purpose is to reduce risk and death toll of women reduced during disaster.

Sources: 2020 JICA Knowledge Co-Creation Programme: Gender & Diversity in DRR;

Bangladesh Red Crescent Society

Managing the data and information gaps

In response to the question, “what are the difficulties experienced due to lack of data”, it was mentioned there was a lack of relevant and reliable data; data discrepancies between departments and agencies; gaps in proper and secure systems to maintain data, especially at the sub-national levels. Further, data is not updated at regular intervals. There are also cases of budget deficiencies, especially for rapid assessments. Other difficulties listed: Data being scattered between government agencies, stored in different data systems and platforms (making it difficult to pool these separate data sets into a central data management system).

Overall, governments report that data gaps, including gaps in data disaggregation, lead to DRR activities lagging behind disaster response, affecting any comprehensive planning and implementation. Data gaps are also an issue in relation to the implementation of CBDRM programmes, especially with urban communities. Without adequate information on livelihoods, day-to-day activities, and mobility patterns, it is challenging to engage them in community disaster preparedness, response, and livelihood restoration.

The prevailing data gaps are filled by DRM institutions through the use of secondary sources from the reports of the other institutions, through coordination at the local level and with the community, the collection of information from affected populations, and communication with key stakeholders and existing coordination mechanisms.

Governments reiterated the need for systematic mechanisms for regular information updates, pre-disaster data collection, data processing and disseminating systems, and filling of gaps in technical capacities. Local governments are identified as potential partners to address data issues. While there are systems developed and evolved to some extent, the need for improvements was emphasized.

3.5.2 Existing Mechanisms to Engage Women and Other Marginalized Groups in DRM

Governments mentioned the deployment of varying institutional mechanisms to engage communities at all phases of the disaster cycle. In preparedness, this ranged from representation in the planning committees in the Maldives; Community Development Councils in Afghanistan; DRM committees at the community level in Thailand; to assurance of community engagement by the national constitution in Nepal. The constitution of Nepal has committed to the participation of all of communities in every process and program of the local government. Similar mechanisms were listed for the other phases.

It is important to note there aren't any specific mechanisms or targeted activities mentioned to engage women by any of the countries, except Thailand, which indicated that the recruitment criteria for civil defense volunteers (first responders at the provincial level) provide equal opportunity to recruit women. There seems to be an assumption that overall community engagement mechanisms are sufficient to capture all the pertinent issues at the local level, as also seen in the review of official statements made at regional and global platforms. For instance, in response to the question "what were the main actions taken, and the achievements in addressing gender and social inclusion in DRM over the last 5 years", Thailand lists CBDRM in 4,000 villages as a key achievement.

All countries expressed that the existing systems and processes were not sufficiently effective for engaging women and other marginalized groups in DRM activities. Governments identify several limiting factors for this, such as lack of resources, cultural barriers limiting women's participation in DRM activities, limitation in data availability, and lack of opportunities to engage and empower women.

The experience of governments indicates that while there is a commitment to address gender issues, enable women's participation and empower women for effective DRM at the higher strategy level, this does not seem to be reflected when it comes to implementation at the local level with communities at risk.

Women's active engagement in DRM appears to be a relatively new concept at the functional level (as opposed to the regular practice of servicing women as a vulnerable group). Any specific actions or concerted efforts to enable women's active participation and engagement continue to be limited. There are some examples from where these challenges were successfully met. These examples, however, remain limited and isolated efforts. Their sustainability largely depends on the engagement of governance institutions beyond the DRM sector.

3.5.3 Institutional Coordination for DRM and Inclusion

Gender and women's issues in DRM and climate risk per se are not included in women and development strategies in many countries. For instance, Afghanistan's response indicates that DRM is not included in the national priority programs of the government. However, ANDMA coordinates through the National Disaster Engagement Commission in order to mainstream disaster risk reduction into their sectoral development plans. Similarly, other countries responding to the survey have respective coordination mechanisms however specific indications regarding how gender and inclusion in DRM are considered in broader policy frameworks and strategies are limited.

In Nepal, different sectoral clusters are mandated to resolve specific issues. Each cluster is composed of members from the related agencies. The Ministry of Women, Children and Senior Citizens is responsible for the Protection Cluster, and the Ministry of Home Affairs is responsible for coordinating all the clusters.

Thailand provides an exception, where the DDPM, in collaboration with the Ministry of Social Development and Human Security, has developed the DRM guidelines for gender equality management. The DDPM, together with the Department of Local Administration and local administration organizations, are working on risk mapping and assessments of projects at the community level.

Governments also underline the need for raising DRM awareness at the community level and putting in place effective coordination mechanisms with the community leaders, local schools, and public health centres, etc.

The overall observation is that existing institutional mechanisms do not lead to any satisfactory coordination where DRM functions are supported and facilitated by the mainstream women / gender and development agencies. Similarly, the broad range of gender and women's issues arising from the disaster and climate change context remain largely outside the scope of the work of mainstream institutions working with women and development.

3.5.4 Main Challenges for Achieving Gender and Social Inclusion in DRM

Responding to the survey, governments mentioned the following challenges.

- Policies, mandates, roles, and responsibilities among government agencies overlap and there is a lack of coordination amongst them
- Ad hoc data management, lack of sharing of data between institutions, and lack of standardized data bank and system at the local level
- Lack appropriate guidelines for gender equality and social inclusion at the community level
- Lack of fundamental knowledge of practical methods to introduce DRM for vulnerable groups
- The need for information and examples of what gender equality and social inclusion mean in the context of DRM, need for good practices

The issues and challenges governments have highlighted show that there is an area that has been overlooked, specifically the institutional mandates, roles, and responsibilities, as well as the institutional coordination that can enable gender inclusion in DRM.

The overall gender inclusion mandate lies with the women and development and national development institutions, while DRM institutions are expected to focus on gender issues related to disaster risk and related implications. At the same time, mainstream gender and development institutions do not pay adequate attention to bring in gender and women's issues that emerge in disaster and climate risk contexts. Further, the coordination between DRM and women and development institutions is far from optimal.

Box 7: Recent Achievements Towards Gender Equality and Inclusion in DRM

In Afghanistan, by law, women must constitute 25% of the House and 15% of the Senate. The parliamentary election of 2019 produced a younger parliament, with 65 percent of the elected members below 40. Women now constitute 29.6% of the civil service, with significant presence in the Cabinet, ambassadorships, deputy ministers, judges, prosecutors, professors and teachers. Women were appointed as deputy-governors in six provinces. Based on a recent presidential decision, all 34 provinces will have a woman deputy-governor in charge of social and women's affairs. This action is expected to help to boost addressing social inclusion in DRM.

Nepal has gone through a federalization process over the past 5 years. All three level governments (please mention the three levels in bracket) share concurrent authority in DRM. Therefore, coordination and collaboration between the levels is necessary. Disaster Management Policy 2018 and Strategic Action plan 2018-2030 are in line with Sendai Framework for DRR and guide the decentralized approaches to disaster management. The Constitution, plans, policies and programs all have high commitment towards gender and social inclusion issues.

Source: Government responses to the online questionnaire

3.5.5 COVID-19 Dimension in DRM

As mentioned in the framework of analysis, the COVID-19 pandemic demonstrated the 'non-disaster' aspects of gender inequalities that are accentuated in disasters and the necessity of multiple agencies to tackle the issues.

Contrary to the expectation that DRM institutions will play a lead role in the management of the COVID-19 pandemic, it was noted that this was not the case. Other institutional mechanisms were utilized or new institutional and coordination mechanisms were introduced for pandemic management, and the role of DRM institutions was relegated largely to the provision of data and information, and coordinating response and relief. The lead institutions included ministries of Health, Interior, Defense, and the offices of the Prime Minister and President. This was confirmed by the governments responding to the questionnaire survey. They also indicated that health and pandemic aspects have not been given due recognition in national disaster management plans and strategies. This is contrary to the "Bangkok Principles for the implementation of the health aspects of the Sendai Framework for Disaster Risk Reduction 2015-2030"¹³.

Governments mentioned the need for revising DRM strategies to include pandemics, based on the current experience. National DRM institutions also made preparations to manage regular disaster emergencies (floods, cyclones, landslides, etc.) during the ongoing pandemic by revising preparedness and response plans, and command and control systems.

Some of the responding countries mentioned that the disaster risk aspects of COVID-19 that are different from other hazards were that the whole of society's health and economy was impacted. A unique aspect of COVID-19 was that it affected almost the entire globe, disrupting trade; in efforts to reduce transmission governments introduced restrictions on movement which impacted access to other services. Challenges increased for both women and men: many lost livelihoods and daily wages, in an estimated 60- 80 percent income reduction for informal sector workers in Asia during just the first month of the pandemic (ILO). As already mentioned, pre-existing gender-based economic, social, and institutional disparities as well as gender

¹³ https://www.preventionweb.net/files/47606_bangkokprinciplesfortheimplementati.pdf

identities mean that these negative impacts have fallen disproportionately on women and girls across all social and age groups.

Further, 70 percent of frontline health workers and first responders were/are women and they are more likely to be exposed to the virus. At least 11 million girls are at high risk of never returning to school as a result of the COVID-19 pandemic, signaling future generations of girls who have fewer opportunities, are less-educated, and are more likely to marry early and be subjected to intimate partner violence (UNDRR, 2021).

The governments responding to the survey (see Annex 1 for details) listed the following as the most pertinent issues during the COVID -19 pandemic, specific to men and women. For women, there was increased sexual and gender-based violence, increased care work, less access to contraceptives, less access to sexual and reproductive health services, and loss of home-based and informal work and wage opportunities, especially among poor and female-headed households (single mothers); while for men, issues were mainly connected to loss of employment, limited mobility access to support, and increase in care work.

These responses indicate how the gendered impacts were different - for women, it was a combination of social (division of labour, i.e. care work), economic (loss of livelihood), and personal (violence, access to reproductive health) impacts. For men, it was economic (loss of employment, income) and social (restricted social activities due to lockdowns, increased household activities). Lessons and recommendations for future preparedness and response strategies that governments have proposed considering the differential gender impacts are as follows:

- Generation of disaggregated data - there was an expressed need that NDMOs and women's institutions take this up collectively, comprehensive data management systems that include social and economic aspects, vulnerable people data management systems;
- Include pandemics and public health aspects in DRM strategies, greater coordination between health and DRM institutions;
- Enhance coordination methods between health institutions and other institutions working for DRM (e.g. Coordination with the Ministry of Social Welfare, Ministry of Labour, Ministry of Women's Affairs, to help identify vulnerable persons);
- Looking at the resilience indicators for vulnerable communities and urban slums
- Coordination with Ministry of Social Welfare, Ministry of Labour, Ministry of Women's Affairs, to identify vulnerable persons from a resilience building perspective
- Revisit contingency plans, include SADD, gender analysis in risk assessments and include risk communications as a key strategy.

Box 8: Coordinated Actions by the Government of Thailand in COVID -19 Pandemic Management

The Department of Disaster Prevention and Mitigation (DDPM) has developed guidelines for multi-hazard emergency response plan and a business continuity plan that enables each responsible agency to make use of these as tools to minimize the risks during the pandemic:

- The revision of National Disaster Risk Management Plan taking into account of the emerging of biohazard, related new thinking and concepts, including the innovation of disaster prevention and preparedness system and application to mitigate the complex risks in the near future,
- Better coordination with the Health Ministry & other health sector agencies and other sectors,
- DDPM has developed close collaboration with Health Institutions. One of the priority action is to actively participate in Joint – exercise with the Ministry of Public Health/ Ministry of Defense and other concerned agencies,
- Develop guidelines to incorporate BCP policy in every agency-emergency plans-revise national disaster plans that enable biohazard response-regularly,
- Local market creation to enhance small business, new job creation,
- Establish local volunteers/security to reduce domestic violence.

Source: Government responses to the online questionnaire

These recommendations once again indicate the role and mandate of the “non-DRM institutions” and the importance of coordination between them in attending to specific subset of gender issues prevalent in DRM.

4. Conclusions

Based on the analysis of primary and secondary information, the following conclusions can be made.

Commitments are made in the national DRM strategies and action plans for gender equality and social inclusion following the Priorities for Action in the Sendai Framework. However, if the sole responsibility for implementation is expected and assumed of the DRM focal institutions, this might be unrealistic, since this is not their sole responsibility. This is evident through the gaps experienced at the functional and implementational levels.

The challenges expressed by the governments for limited progress achieved in gender and social inclusion in DRM confirm this. Gender equality and social inclusion in DRM is an extension of the overall status of gender equality and women's empowerment in a society. Institutional coordination and interrelationships between the mandated institutions for DRM and women/gender in development in many countries are far below optimal levels. Many of the national Gender/Women and Development strategies do not consider DRM aspects, women's rights work rarely capture access to information (early warning and other), displacement and post disaster recovery aspects.

Standalone activities by DRM focal institutions to address gender and inclusion are largely limited to assess risk and vulnerability by sex and age (through collection of SADD), use this information in preparedness, early warning, response and build back better to different degrees.

Table 1 maps the Institutional roles of a range of institutions, besides the DRM focal institutions, which are required for addressing gender issues in DRM effectively. The mapping highlights core actions within the scope of the DRM focal institutions, as well as the required functions by women and development and national development institutions, and the coordination and cooperation between them.

The functions of DRM focal institutions should be enabled by the relevant institutions, such as by providing awareness and capacity (by Women and Development entities), and adequate resources (by National Budget/national and subnational Planning entities). Removing barriers to institutional disconnect and making these institutional connections and coordination mechanisms more direct and functional are key to enable turning the commitments by the DRM focal institutions on gender equality and social inclusion into implementation.

At the same time, as the mapping indicates, the range of gender and women's issues arising from disaster and climate change context which has been in discussion over several decades, largely remain outside the scope of the work of the mainstream women/gender and development institutions.

The underlying premise needs to change to one where there is greater clarity on roles and responsibilities, the core mandate and expectations of DRM focal institutions, as well as the responsibilities of national and provincial development institutions, and Women's institutions to enable the effective realisation of the Sendai Framework outcomes on gender equality and women's empowerment and leadership.

This way, gender equality and social inclusion outcomes in DRM become co-benefits of the broader gender equality and development commitments of the governments in the national development priorities, SDGs and the commitments to the CEDAW, as depicted in Figure 1 (in the Executive Summary).

Table 1: The Respective Roles of Disaster Focal Institutions and Other Entities of Government in DRM

Institutional Roles by Sendai Priorities for Action	
Role of Disaster Focal Institutions	Role of Other Government Entities
Sendai Priority 1: Understanding Disaster Risk	
Develop/regularly update National Disaster Databases	Collect sectoral disaster damage and loss data at local and national levels (National Planning/ sectoral development agencies)
Hazard, Risk and Vulnerability (HRV) assessments, exposure, hazard /risk trends	Climate risk analysis (Environment/Climate focal agencies) with gender and social inclusion
Conduct disaster impact assessments	Conduct sectoral disaster impact assessments (Development sector agencies)
Update national risk profiles	Review national risk profiles from sectoral perspectives (Sectoral development agencies, National planning agencies)
Coordination of PDNA	Conduct PDNA assessments for respective sectors following standard methodology (Development sector agencies)
SADD data collection and analysis within all above, updates at regular intervals	SADD data collection and analysis within all above
Communication and advocacy for disaster risk informed planning and investments (through National Platforms for DRR, SDG and Climate Forums	Advocate and communicate for inclusion of disaster and climate risk aspects in women and development work/investments (Focal agencies for Women/ CEDAW)
Access/use secondary sources on gender and social analysis where available (Sendai Focal Points to coordinate with Focal agencies for Women, relevant UN agencies)	Conduct gender analysis including intersectionality for DRM/climate context (Focal agencies for Women/ CEDAW)
	Conduct social vulnerability analysis, intersectionality (National/Provincial Planning, Statistical agencies)
Sharing case studies: Provide information and examples of what gender and social inclusion means in the context of DRM, focusing on capacities	
Sendai Priority 2: Strengthening Disaster Risk Governance	
Advocate and promote risk informed and inclusive development with national development planning, across development sectors utilising national institutional coordination mechanisms	Ensure all development programmes target disaster and climate risk resilience (National and Sub National Planning Departments, Sectoral Planning entities)
	Advocate for inclusive DRM governance with DRM focal institutions (Focal agencies for Women/ CEDAW)

Inclusion of gender issues in DRM policies, legislation and plans including in response and recovery	Highlight gender issues in DRM, intersectionality aspects in programme planning and implementing, provide analytical tools for inclusion (Focal agencies for Women/ CEDAW)
Negotiation for inclusion of budgetary provisions to implement gender considerations identified above	Allocate budgetary provisions for gender integration and transformation in DRM (National and Sub National Budget Departments)
Actively engage women in risk prone areas in DRM; EWS, response planning and execution, CBDRM	
Ensure to include gender equality and social inclusion (GESI) targets, outputs, monitoring indicators in the national disaster management plans/strategies	Agree on minimum requirements for addressing gender issues in sectoral planning, and allocation of resources for implementation (National Planning entities, Focal agencies for Gender/Women/ CEDAW entities)
	Align GESI targets and indicators with the SDGs, NDC and Sendai monitor (SDG focal point/National Planning/Statistical Institutions)

Sendai Priority 3: Investing in DRR for Resilience

Build the awareness of the mainstream/ sectoral entities and advocate for the need to invest for women's resilience building	Use/introduce national and sub national social security services, safety nets and programmes with specific action to build disaster resilience of specifically vulnerable women and girls (National and Sub national planning entities, Focal agencies for Women/ CEDAW)
Coordinate with relevant focal institutions for women's/gender issues related to resilience/ gender equality to access information. Utilise the existing gender analysis/secondary sources of information for gender inclusive DRM planning, supported with SADD data.	Highlight key issues of women's resilience and the requirements for investing in resilience building through gender analysis (Focal agencies for Women/ CEDAW)
Incorporate resilience aspects of women in disaster preparedness, EWS, response recovery	Incorporate women's resilience building in sectoral development programmes (Sectoral planning and implementation entities)
Coordinate and collaborate with SDG 5 and NDC implementation plans on DRM aspects	Look into disaster risk and resilience building aspects in SDG5 and NDC implementation planning, including social welfare and social security aspects of women and girls ¹⁴ (Focal agencies for Women/ SDG overseeing Institutions CEDAW)
Incorporate GBV, SRH, safety and security issues into all DRM policies, planning and implementation	Strengthen systems addressing GBV/safety and security for women and girls (Public Safety and Security institutions)

¹⁴ SDG 5 recognises differential impacts of disaster and climate risk for women and girls

Use DRM planning and implementation actively as opportunity to engage women and build their skills and capacities	Advocate for women's engagement and leadership as a necessary condition for resilience building (Focal agencies for Women/ CEDAW)
Enhance engagement with Central Banks and IFIs to promote risk informed development	Central Banks, Financial Ministries take disaster loss and damage/national risk assessments into account in investment plans
	Regulatory mechanisms/guidelines to include inclusion and intersectionality for private sector investments

Sendai Priority 4: Enhancing Preparedness and Response and Building Back Better

Include gender and social inclusion issues in disaster response and recovery policies and legislation.	Support and facilitate the approval of gender and social inclusion elements in the response and recovery policies and legislation (National platforms for DRR, National Planning focal institutes)
Ensure budgetary provisions and other arrangements are available to implement gender responsive and inclusive response and recovery (including protection, GBV, SRH etc.)	National and subnational level annual/ regular budget allocations are provided for gender responsive and socially inclusive disaster response and recovery. (National and provincial budget department/Ministry of Finance)
Coordinate with institutions leading SRH, GBV, protection issues and psychosocial support to obtain their services	Coordinate with DRM focal institutions and provide the required inputs and support to address GBV, SRH issues and psychosocial support throughout disaster preparedness, response, recovery phases (Focal agencies for Women/Health/Protection)
Prepare/ update disaster preparedness and contingency plans including the business continuity plans to be gender responsive and inclusive; design of early warning systems and emergency communications taking into account diverse /intersectional needs and capacities	Provide training at local levels for gender responsive disaster preparedness and contingency plans, business continuity plans (Focal agencies for Women/ CEDAW)
Emergency shelter preparation planning to be inclusive (specific needs of women & girls, protection, privacy and GBV)	Provide guidelines for managing the emergency shelters with gender equality and social inclusion (GESI) perspectives. (Focal agencies for Gender/Women/ CEDAW)
Establish procedures to engage women and girls from their localities in preparedness for response and emergency management planning processes to incorporate their capacities and experiences.	Focal Ministries for Women at the local level to include DRM in the regular activity plans.
Coordinate PDNAs and lobby for budget allocation for the recovery and reconstruction plans with emphasis on women's resilience building	Gender/Women's focal agencies to provide guidance for inclusive needs assessments & recovery planning towards resilience building.

Monitor gender and social inclusion while coordinating implementation by sectoral clusters	Implementation of sectoral recovery plans with clear targets and activities to ensure women’s resilience (as planned above) is carried out (Implementation of the Gender Action Plan of each of the Post Disaster Recovery Plan) (Sectoral agencies)
	Promote ‘Safe back to school’ in the post disaster recovery stage (Education, National planning entities)

As the above mapping demonstrates, turning gender and social inclusion commitments in DRM into action requires coordinated inputs and implementation from a range of national and sub national institutions beyond DRM focal institutions.

5. Recommendations for Gender-Responsive Implementation of the Sendai Framework for DRR

The assessment is recommending the implementation of the Sendai Framework in the Asia Pacific, through the Asia-Pacific Plan of Action to be broader based to work more actively with Ministries and Departments who are responsible for overall gender equality and women's empowerment commitments.

The recommendations in Table 2 contain key actions to be taken by DRM Focal Institutions and other government entities to achieve gender-responsive implementation of the Sendai Framework Priorities for Actions, based on the mapping in Table 1. The recommended actions broadly correspond with the Asia-Pacific Plan of Action 2021-24, yet the actions are applicable beyond this timeline.

These actions are not exhaustive to capture the entirety of the Sendai Framework. It is an effort to build on the learning from the past and most recent assessment on gender responsiveness of DRM in the region since 2015, and propose some key actions that need to be taken by multiple institutions in a coordinated manner, especially at the national level. Aiming to achieve concrete and measurable progress in this area specifically within the APA 2021-24 timeline, one measurable target under each priority is proposed as part of the recommended actions.

Table 2: Recommendations for Action

Recommendations for Action			
Sendai Priority 1: Understanding Disaster Risk			
<p>Target: Revise and update formats for HRV assessments, Disaster Loss & Damage etc. to provide adequate guidance to other sectoral entities to collect disaggregated data by 2022 (National Disaster Focal Institutions supported by relevant UN and other regional focal institutions)</p> <p>Note: this target was in place in the Asia Regional Plan, but as reviewed in 2018 and as this study shows, this is yet to fall into place.</p>			
Disaster Focal Institutions		Other Institutions & Entities	
Role	Actions	Role	Actions
Develop/regularly update National Disaster Databases	<ul style="list-style-type: none"> i Review the disaster loss damage data collection formats to ensure that gender/ SADD is incorporated, and make these available to the various sectors. ii Collect and systematically store disaster damage and loss data at the local and national level with sex, age, disability disaggregation (SADD) 	Collect sectoral disaster damage and loss data at local and national levels (sectoral development agencies)	<ul style="list-style-type: none"> i. Review and assess the collection of disaggregated data in the disaster loss damage data in the formats provided, provide guidance to address shortcomings (UNDP, WB, EU etc.) ii. Collect sector specific Disaster damage and loss data guided by/ in coordination with NDMO s, incorporating SAD disaggregation as relevant
HRV assessments, exposure, hazard /risk trends	<ul style="list-style-type: none"> i Make available the methodologies, formats to conduct gender responsive HRV, exposure to risk assessments specifically the vulnerability analysis using SADD - (obtain from relevant entities such as UNDRR/APP-DRR) ii Strengthen/develop capacities to conduct gender and disaster impact assessments using SADD iii Share case studies and examples of gender responsive HRV and disaster impact assessments responsive HRV, exposure assessments 	Climate risk analysis with gender and social inclusion (Environment/Climate focal agencies)	<ul style="list-style-type: none"> i. Adapt the methodologies/formats developed for gender responsive HRV assessments using SADD (Environment/Climate focal agencies) ii. Share and advocate gender responsive HRV, exposure to risk assessments, and disaster impact assessments using SADD with the climate/environment sectors (UNDRR/APP-DRR)

Conduct disaster impact assessments	Make available the methodologies, formats to conduct gender responsive disaster impact assessments in coordination with Gender/Women and Development Focal Ministry/institutions	Conduct sectoral disaster impact assessments (Development sector agencies)	Use gender responsive methodologies to conduct sectoral disaster impact assessments (such methodology provided in the PDNA guidelines)
Update national risk profiles	Incorporate sex, age and disability disaggregation in the national risk profiles	Review national risk profiles from sectoral perspectives (Sectoral development agencies, National planning agencies)	Review and provide inputs to national risk profiles from sectoral perspectives with sex, age and disability disaggregation as relevant (Sectoral development agencies, National planning agencies)
Coordination of PDNA	<ul style="list-style-type: none"> i. Familiarisation with the updated PDNA methodology, including the gender and social inclusion aspects to be able to lead the sectoral agencies ii. Ensure sectoral agencies follow the standard/updated PDNA methodology, ensure gender and social inclusion aspects are covered by each sector 	Conduct PDNA assessments for respective sectors following standard methodology (Development sector agencies)	<ul style="list-style-type: none"> i. Conduct PDNA assessments with GESI perspectives for respective sectors following standard methodology (Development sector agencies) ii. Ensure comprehensive and adequate gender transformative analysis and action plan is included in the PDNA (Gender/Women and Development Focal Ministry/institution)
SADD data collection and analysis within all above, updates at regular intervals	<ul style="list-style-type: none"> i. Share examples and good practices to encourage - (with support of relevant institutions such as UNDRR/APPDRR) ii. Finance small/pilot projects related to SADD data collection, data records/ databases and processing (with support of relevant institutions such as UNDRR/ APPDR, APDIM) 	SADD data collection and analysis	<ul style="list-style-type: none"> i. Systematize SADD data collection formats and methodologies (Asian and Pacific Centre for the Development of Disaster Information Management –(APDIM) with national statistical agencies) ii. Provide training to develop capacities to collect and use SADD data (APDIM with national statistical agencies)
Communication and advocacy for disaster risk informed planning and investments (through National Platforms for DRR, SDG and Climate Forums)	Include the gender responsive DRM in the IEC material for advocacy	Advocate and communicate for inclusion of disaster and climate risk aspects in women and development work/investments (Focal agencies for Women/ CEDAW)	Advocate and communicate for inclusion of disaster and climate risk aspects in women and development work/investments (Focal agencies for Women/ CEDAW)

Access/use secondary sources on gender and social analysis where available	Coordinate with Focal agencies for Women, relevant UN agencies to access information	Conduct gender transformative analysis for DRM/climate context (Focal agencies for Women/ CEDAW)	Coordinate and communicate analysis with DRM Focal Institutions
		Conduct social vulnerability analysis include intersectionality and transformative issues (National/Provincial Planning, Statistical agencies)	
Sharing case studies: Provide information and examples of what gender and social inclusion means in the context of DRM, focusing on capacities	Document case studies depicting what gender and social inclusion means in the context of DRM, focusing on capacities and share through the national coordination mechanisms		Document good practice examples and share through the regional platforms (APPDRR, APDIM, WINDRR)

Sendai Priority 2: Strengthening Disaster Risk Governance

Target: As the NDCs are binding national commitments that need to be gender responsive, ensure that one or two most vulnerable adaptation sectors in each country incorporate gender equality and social inclusion indicators within the adaptation targets of the 2021 revised NDCs. (2024)

Disaster Focal Institutions		Other Institutions & Entities	
Role	Actions	Role	Actions
Advocate and promote risk informed and inclusive development with national development planning, across development sectors utilising national institutional coordination mechanisms	Strengthen the National Coordination mechanisms for DRR, ensure the engagement of the key development sectors, including Health, Women and Development entities.	Ensure all development programmes target disaster and climate risk resilience (National and Sub National Planning Departments, Sectoral Planning entities)	Use HRVA, gender and social inclusion information as base information in preparing and implementing national and sectoral development and climate risk management plans (National and Sub National Planning Departments, Sectoral Planning entities)
		Advocate for inclusive DRM governance with DRM focal institutions (Focal agencies for Women/ CEDAW)	Provide examples ¹⁵ of how women's leadership has improved risk governance and inclusive and transformative development (WIN-DRR, UN Women)

¹⁵ UNDRR has compiled good practices in a 2015 publication: Women's Leadership in Risk-Resilient Development: Good Practices & Lessons Learned. https://www.preventionweb.net/files/42882_42882womensleadershipinriskresilien.pdf

Inclusion of gender issues in DRM policies, legislation and plans including in response and recovery	Ensure and advocate for National Disaster Management Policy, Strategy, Plan and Recovery Policy, to integrate gender aspects and gender responsive measures for DRM (back/justify with national statistics, SADD, good practice examples, commitments of the Sendai Framework, Paris agreement and the SDG 5)	Highlight gender issues in DRM, intersectionality aspects in programme planning and implementing, provide analytical tools (Focal agencies for Women/ CEDAW)	Provide analytical tools and support gender and intersectionality analysis in DRM, programme planning and implementing, (Focal agencies for Women/ CEDAW)
Integrate pandemic management aspects into the DRM spectrum.	<ul style="list-style-type: none"> i. Incorporate lessons learnt from COVID-19 (pandemic) risk management as part of overall DRM ii. Establish stronger links with the Health sector through the national coordination mechanisms 	Incorporate COVID-19 management aspects within the health sector into the overall DRM (Health Sector)	Ensure COVID-19 and other pandemics are not isolated from national and local disaster risk profiles and in their management strategies (Health Sector)
Negotiation for inclusion of budgetary provisions to implement gender considerations identified above	i. Prepare action plan for gender integration (Gender Action Plan), assess the budgetary requirements on that basis, include in the regular institutional budget plans, explore other options to access resources from development partners.	Allocate budgetary provisions for gender integration and transformation in DRM (National and Sub National Budget Departments)	i. Allocate budgetary provisions for gender equality/ transformation and women's empowerment programming across all sectors (National and Sub National Budget Departments, Sectoral entities)
Actively engage women in risk prone areas in DRM; EWS, response planning and execution, CBDRM	<ul style="list-style-type: none"> i. Ensure representation of women, consider % representation ii. Apply the concept of women's groups where social and cultural restrictions apply iii. Include women in the response planning and execution teams 		
Ensure to include GESI targets, outputs, monitoring indicators in the national disaster management plans/ strategies	Identify targets, indicators of progress and a monitoring plan, allocate resources to execute the plan	Agree on minimum requirements for addressing gender issues, and allocation of resources for implementation (National Planning entities, Focal agencies for Gender/ Women/ CEDAW)	Set targets, percentages for minimum requirements for gender responsive DRM, align these targets and indicators with the SDG, NDC and Sendai monitor (SDG focal point/National Planning/Statistical Institutions)

Align these targets and indicators with the SDGs, NDC and Sendai monitor (SDGs focal point/National Planning/Statistical Institutions)

Sendai Priority 3: Investing in DRR for Resilience

Target: In investments that promote livelihood resilience, such as allocation through national budgets, social security, stimulus packages, risk insurance, include specific share for women. Each country may select 1 to 2 vulnerable sector/s to focus on by 2024.

Disaster Focal Institutions		Other Institutions & Entities	
Role	Actions	Role	Actions
Build the awareness of the mainstream/sectoral entities and advocate for investing for inclusive resilience building	Utilise the national institutional coordination mechanisms to prioritise the dialogue on inclusive resilience building	Use/introduce national and sub national social security services, safety nets and programmes with specific action to build disaster resilience of specifically vulnerable women (National and Sub national planning entities, (Focal agencies for Gender/Women/ CEDAW)	<ul style="list-style-type: none"> i. Apply integrated planning and monitoring approach to develop coordination between disaster risk, climate risk and SDG mechanisms (National and Sub national planning entities) ii. Introduce the principles of gender budgeting to assess the resource requirements for gender responsive DRM.
<p>Coordinate with relevant focal institutions for women's/gender issues related to resilience/ gender equality to access information.</p> <p>Utilise the existing gender analysis/ secondary sources of information for gender inclusive DRM planning, supported with SADD data.</p>	<ul style="list-style-type: none"> i. Use the National Platforms for DRR, and SDG coordination mechanisms to reach out to and advocate for gender integration in DRM, to build partnerships with Women's Ministries, CEDAW focal institutions. ii. Include the gender analysis into DRM planning, review, monitoring processes. 	Highlight key issues of women's resilience and the requirements for investing in resilience building through gender analysis (Focal agencies for Women/ CEDAW)	Use the regular planning processes to incorporate gender issues in disaster and climate risk management and to advocate for affirmative action (Focal agencies for Women/ CEDAW)

Incorporate resilience aspects of women in disaster preparedness, EWS, response, recovery	Utilise the regular planning process (DRM planning, review, monitoring) to integrate women's resilience aspects.	Incorporate women's resilience building in sectoral development programmes (Sectoral planning and implementation entities)	Earmark targets and indicators for livelihood resilience of women in sectoral development plans
Coordinate and collaborate with SDG 5 and NDC implementation plans on DRM aspects	Use relevant institutional mechanisms to establish coordination of investments on NDC, and SDG5 to incorporate DRR elements where appropriate	Look into disaster risk and resilience building aspects in SDG5 and NDC implementation planning, including social welfare and social security aspects of women and girls ¹⁶ (Focal agencies for Women/ CEDAW, SDG and NDC;)	Incorporate gender and women's issues in climate and disaster risk management in to the SDG 5 and NDC planning agenda
Incorporate GBV, SRH, safety and security issues into all DRM policies, planning and implementation	Obtain inputs of focal organisations for GBV, SRH for assessing the issues and incorporating the necessary measures and resources into strategies and action plans	Strengthen systems addressing GBV/safety and security for women and girls (Public Safety and Security institutions)	Consider and incorporate additional GBV and SRH support required and resource requirements in disaster contexts (Health, SRH, Public Safety entities)
Use DRM planning and implementation actively as opportunity to engage women and build their skills and capacities	Ensure to employ and engage a % of women at the national and local level DRM activity planning and execution as an affirmative action.	Advocate for women's engagement and leadership as a necessary condition for resilience building (Focal agencies for Women/ CEDAW)	Highlight engagement of women in committees and activities for DRM as key for resilience building, share examples (WIN-DRR)
Enhance engagement with Central Banks and IFI s to promote risk informed development	Use the national government commitments and IFI commitments for gender equality and women's empowerment to promote inclusion in DRM	Central Banks, Financial Ministries take disaster loss and damage/national risk assessments into account in investment plans	Apply the criteria /targets for gender and social inclusion in development and DRM investments and in monitoring progress. (Central Banks, IFIs)

¹⁶ SDG 5 recognises differential impacts of disaster and climate risk for women and girls

		Regulatory mechanisms/ guidelines to include inclusion and intersectionality for private sector investments (National Planning, Women/ Development entities)	EIA and similar regulatory mechanisms to incorporate/enforce gender, social inclusion and intersectionality aspects (Relevant Ministries/ Departments)
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Sendai Priority 4: Enhancing Preparedness and Response and Building Back Better

Target: Preparedness, response and post disaster recovery (including Green Recovery) must include targeting and engaging women (minimum 40% by 2024).

Disaster Focal Institutions		Other Institutions & Entities	
Role	Actions	Role	Actions
Include gender and inclusion issues in disaster response and recovery policies and legislation.	Ensure and advocate for National Disaster Management Policy, Strategy, Plan and Recovery Policy, to integrate gender aspects and gender responsive measures for DRM (support with national statistics, SADD data, good practice examples, commitments of the Sendai Framework, Paris agreement and the SDG 5)	Support and facilitate the approval of gender equality and social inclusion elements in the response and recovery policies and legislation (National platforms for DRR, National Planning focal institutes)	
Ensure budgetary provisions and other arrangements are available to implement gender responsive and inclusive response and recovery (including protection, GBV, SRH etc.)	Prepare gender responsive action plans for disaster response and recovery, assess the budgetary requirements on that basis (based on the HRV assessments), include in the regular institutional budget plans, explore other options to access resources from development partners.	National and subnational level annual/regular budget allocations are provided for gender and socially inclusive disaster response and recovery. (National and provincial budget department/Ministry of Finance)	Enable regular budgetary provisions for gender and socially inclusive disaster response and recovery, co-relate with the SDG targets for gender inclusion and resilience (National and provincial budget department/Ministry of Finance)

Coordinate with institutions leading SRH, GBV, protection issues and psychosocial support to obtain their services	Use the existing institutional coordination mechanisms/platforms to engage with SRH/GBV institutions on regular basis	Coordinate with DRM focal institutions and provide the required inputs and support to address GBV, SRH issues and psychosocial support throughout disaster preparedness, response, recovery phases (Focal agencies for Women/Health/Protection)	Use the existing institutional mechanisms such as National Platforms for DRR and/or post disaster specific institutional mechanisms, PDNA process to connect and coordinate with DRM focal agencies
Prepare/ update disaster preparedness and contingency plans including the business continuity plans to be gender responsive and inclusive; design of early warning systems and emergency communications taking into account diverse needs/intersectionality and capacities	Strengthen/develop capacities, provide good practice examples, connect with financial mechanisms (obtain support from UNDRR/APPDRR, APDIM, Development Partners)	Provide training at local levels for gender responsive disaster preparedness and contingency plans, business continuity plans (Focal agencies for Women/ CEDAW)	Include this activity under regular capacity building programmes (Focal agencies for Women)
Emergency shelter preparation planning to be inclusive (specific needs of women & girls, protection, privacy and GBV)	Ensure DRM focal institutes have relevant guidelines and checklists in sharable formats /in local languages ready to share and apply at the local level (DRM Focal institutes, GBV, SRH focal institutions, UN agencies)	Provide guidelines for managing the emergency shelters with gender equality and social inclusion (GESI) perspectives. (Focal agencies for Gender/ Women/ CEDAW)	Develop the guidelines and share with DRM institutions through common platforms, provide application guidance. (Focal agencies for Gender/ Women/ CEDAW)

<p>Establish procedures to engage women and girls from their localities in preparedness for response and emergency management planning processes to incorporate their capacities and experiences.</p>	<ul style="list-style-type: none"> i. Work with the focal ministries for women at the local level, identify the women's organisations and networks through the local/village disaster management committees or equivalent. ii. Set targets to have a % engagement of local women and girls in preparedness, response, recovery activities. 	<p>Focal Ministries for Women at the local level to include DRM in the regular activity plans.</p>	
<p>Coordinate PDNAs and lobby for budget allocation for the recovery and reconstruction plans with emphasis on women's resilience building</p>	<ul style="list-style-type: none"> i. Ensure there is a "Gender Action Plan" (including the gender responsive recovery activities identified in each of the sectoral recovery plans) in the "Post disaster recovery plan" developed based on PDNA ii. Prepare necessary budget to support the Gender Action Plan in coordination with sectoral agencies 	<p>Gender/Women's focal agencies to provide guidance for inclusive needs assessments & recovery planning towards resilience building.</p>	<p>Carry out respective sectoral needs assessments & prepare plans that are gender responsive, that support women's resilience to disasters (Lead Sectoral agencies for Housing, Agriculture, Irrigation, Infrastructure, Livelihoods and Enterprises, Education, health etc.)</p>
<p>Monitor gender and social inclusion while coordinating implementation by sectoral clusters</p>	<ul style="list-style-type: none"> i. Develop targets and indicators for gender responsive PDNA and recovery ii. Include provisions for monitoring in the action plans and budgets 	<p>Implementation of sectoral recovery plans with clear targets and activities to ensure women's resilience (as planned above) is carried out (Implementation of the Gender Action Plan of each of the Post Disaster Recovery Plan of the Sectoral agencies).</p>	<p>Align the outputs of the sectoral Gender Action Plans with the SDG action plans/monitoring indicators</p>
		<p>Promote 'Safe back to school' in the post disaster recovery stage (Education, National planning entities)</p>	<p>Incorporate Safe back to school aspects into disaster risk management planning process especially with reference to pandemic, paying attention to gender aspects.</p>

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Annexures

Annex 1: Online Questionnaire

Gender and Social Inclusion in Disaster Risk Management

PART A

Part A focuses on gender and social inclusion in Covid-19 Management

1. COVID-19 epidemic response and management

1.1 How does the key DRM institutions engage in the response and overall management of COVID-19 pandemic in your country?

- i. Community awareness raising activities
- ii. Coordination of data and statistics related to the pandemic
- iii. Identification of vulnerable groups
- iv. Management and coordination of non- health aspects of the emergency: planning relief requirements, relief distribution, other
- v. Overall coordination of COVID response
- vi. Other (please list)

1.2 What are the disaster risk aspects of COVID-19 that are different from other hazards affecting your country?

Please list:

1.3 What are the gender based issues arising from COVID- 19 pandemic?

	Please number in the order of issues that most effect men, most effect women (1-14)	Men	Women
1	Accessing information and guidance related to COVID- 19 shared by authorities		
2	Loss of livelihoods – home based/wage labour opportunities		
3	Loss of employment		
4	Access to government support provided in the lockdown - goods/ rations		
5	Access to government support provided in the lockdown - cash allowances		
6	Increased care work at home		
7	Managing childcare due to school closure		
8	Lockdowns restricting movement - social activities		
9	Lockdowns restricting movement – economic activities		
10	Loss of common spaces due to distancing requirements (such as safe shelters)		
11	Lack of access to regular health services		
12	Gender-based violence		

13	Lack of access to sexual and reproductive health services such as maternity, clinics, midwifery services		
14	Accessing contraceptives		

1.4 What are the additional activities that needs to be included in the DRM institutions for prevention and preparedness o COVID-19 (and similar epidemics/pandemics)?

1.5 What are the preparations made by DRM institutions to manage regular disaster emergencies (floods, cyclones, landslides, etc.) in the ongoing COVID - 19 related situation?

1.6 What is the main role played by DRM institutions in the management of COVID-19?

PART B

Part B focuses on gender and social inclusion in overall DRM

2. Disaggregated data

2.1 What essential data do you require to carry out work in disaster risk management? Please describe/list.

2.2 What are the mechanisms/systems used to collect data on disaster risk from main hazards affecting the country?

2.2.1 Pre-disaster

1. What are the main data collection agencies? please list
2. Is the data collected for national/provincial/district/local levels?
3. What are the databases relevant to disaster risk management? Please list.
4. What are the mechanisms to make this data available/accessible for government agencies and stakeholders? Please describe.
5. How often is pre- disaster data updated?
6. What are the main purposes of collecting this data? Please list.
7. Is the data disaggregated by sex, age and disability (i) at the local level (ii) at district/provincial levels (iii) at the national level?
 - By sex Yes No
 - By age Yes No
 - By disability Yes No
8. Please provide additional information to describe mechanism/s for pre- disaster data collection and use of the collected data.
 - i. What are the positive aspects/what works well?
 - ii. What are the limitations?
 - iii. What are the improvements required?

2.2.2 Post-disaster

1. What are the data collection agencies?

2. Is the data collected for national/provincial/district/local levels?
3. What are the mechanisms used to make this data available/accessible for government agencies and stakeholders? Please describe.
4. What are the main agencies which use post- disaster data?
5. What are the main purposes of collecting post–disaster data? Please list.
6. Is post–disaster data disaggregated by sex, age and disability?
 - By sex Yes No
 - By age Yes No
 - By disability Yes No
7. Please provide additional information to describe mechanism/s for post- disaster data collection and use of the collected data.
 - i. What works well?
 - ii. What are the limitations?
 - iii. What are the improvements required?

2.3 Do the existing systems/processes of planning for DRM require collection and analysis of disaggregated data by sex, age and disability at local and national levels?

Yes/No

Please describe the existing system briefly.

If the response to question 2.3 is yes,

Is dis aggregated data used for:

1. Identifying differently affected groups for planning purposes
2. Targeted relief assistance for differently affected groups
3. Planning and operating early warning systems
4. Communicating early warning messages
5. Evacuation arrangements
6. Temporary shelter arrangements
7. Disaster impact assessment
8. Post disaster recovery (planning and implementation)
9. Post disaster re- building (planning and implementation)
10. There is no mechanism for use of disaggregated data

2.4 What are the most relevant gender and age-based issues you have identified that need to be addressed in DRM planning and implementation?

1. Lack of mechanisms to build their awareness and enable their involvement (in disaster preparedness, emergency and recovery)
2. Protection in emergency and displacement situations
3. Sexual and re- productive health issues
4. Practical needs that are specific to women and girls
5. Issues related to disabilities

- 6. Livelihood security and recovery support
- 7. Other (please specify)
- 8. All above

2.5 What are the difficulties you experience due to lack of data? Please mention your experience

2.6 What are the mechanisms you use to solve the difficulties?

2.7 What are the existing institutional mechanisms that can address the above identified issues?

2.8 Please provide additional information to describe mechanism/s and methodologies used for gender and social inclusion.

- i. What are the positive aspects/what works well?
- ii. What are the limitations?
- iii. What improvements are required?

3. Inclusion and participation of community members in disaster risk management

3.1 What are the existing mechanisms to enable participation of community representatives – women, youth, people with disabilities, older persons, minority and other groups in DRM activities in the hazard prone areas at the local level in:

- i. preparedness planning
- ii. accessing and responding to early warning
- iii. emergency management
- iv. Post disaster recovery and reconstruction

(Such as Provincial/district/ local disaster management committees -please specify)

3.2 Are these mechanisms adequate/effective for engaging women and above-mentioned groups in DRM activities?

3.2.1 What are the achievements, what mechanisms work well?

3.2.2 What are the limitations?

4. Coordination with existing institutional mechanisms for gender and social inclusion

4.1 What are the lead Ministries/departments/agencies working for economic and social development, social security of specifically vulnerable groups in your country?

(such as poverty reduction, women's empowerment, women and men with disabilities, elderly, children, minority groups)

4.2 What are the actions taken to coordinate with the above mentioned agencies, institutional mechanisms and their programmes for incorporating disaster risk management at the national and local levels?

(Such as mutually supportive programmes on disaster awareness, data collection and analysis, risk transfer/credit and insurance, livelihood protection, social protection/subsidies, coordination for DRM with local level officials of the women's ministries, social security, public health, child protection etc.)

5. Achievements, bottlenecks and recommendations

- 5.1 Overall, what were the main actions taken, what are the achievements in addressing gender and social inclusion in DRM over the last 5 years?
- 5.2 What are the main gap areas you have observed?
- 5.3 What are the additional challenges in consideration of COVID -19 and similar epidemics?
- 5.4 Please provide any additional information on constraints, bottlenecks and recommendations to improve and achieve gender and socially inclusive disaster risk management in your country

Annex 2: Governments Participating in Consultations

Sendai Framework Focal Points who completed online questionnaire survey:

- Afghanistan
- Nepal
- Maldives
- Thailand
- Women's Ministry in Cambodia

Governments (Sendai Framework Focal Points) who participated in the online Consultation:

- Afghanistan
- Bangladesh
- Fiji
- Indonesia
- Iran
- Maldives
- Philippines
- Sri Lanka
- Thailand
- Tonga (Women's Ministry)

UN agencies and the NGOs :

- UNDRR
- UN Women
- Oxfam

Annex 3: Types of Data Required by Governments for Effective DRM Planning

(from the responses by the Governments)

- A. Demographic/profile - (People at risk)
- B. Geographical/spatial data (map, territory, administrative district, township, zoning for land use and etc.), especially locations of:
 - Critical Infrastructure (Electricity Powerplants/Waterwork Station/Water Supply Authority/Transport System/Radio Tower and etc.)
 - Landmarks/Social infrastructure (Prefectures/Governmental Offices/Educational Institutes/Health Service Providers/Public Administration Services for vulnerable groups i.e. elderly care centers/ disable care centers/orphanages) Public Facility Centers/Temples/Industrial Estates and etc.)
 - Economics Zones and Estates (Land used for agricultural and fisheries purpose, Industrial Estate, Shopping Arcade, Office Buildings, Department stores, Gas Stations and etc.)

This data will give an understanding of resources at risk, as well as locations for supporting disaster response:

- C. Historical disaster data
 - Common Hazards (type of disaster, level of severity, damage of assets, loss of lives, impact of disaster, risk areas, implemented response and prevention measures etc.) In other words, Hazards, exposures, vulnerability and risk in different communities across the country.
 - Meteorological historical data (weather reports/ rainfall statistics)
 - Hydrology historical data (water level, sea level, river, canal, reservoir, water pumping station, water, flood wall and etc.)
- D. Real time information on incidents and their effects:
 - Weather forecast, alerts, warnings and other related information from Early Warning System.
- E. Resources required for preparedness and response to various disasters:
 - Policies and mandates
 - Financial
 - Resources: Available resources stock-piled across the country for emergencies
 - Human resources available e.g. for search and rescue
 - Equipment and other technologies available and potential to mobilize in time.



On behalf of
Stakeholder Group on Gender and Women's Issues in DRR
- United Nations Office for Disaster Risk Reduction - Asia Pacific
Partnership (APP-DRR)