Progress Review and the Way Forward:

Gender Equality and Social Inclusion in Implementing the Sendai Framework for Disaster Risk Reduction in Asia

2018 AMCDRR
ULAANBAATAR MONGOLIA
PREVENTING DISASTER RISK:
PROTECTING SUSTAINABLE DEVELOPMENT

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LIST OF ACRONYMS

ASEAN	Association of Southeast Asian Nations
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
IFRC	International Federation of Red Cross and Red Crescent Societies
IPPF	International Planned Parenthood Federation
JICA	Japan International Cooperation Agency
NGO	non-governmental organization
SDG	Sustainable Development Goal
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNISDR	United Nations Office for Disaster Risk Reduction

TERMINOLOGY

This report uses the terms "gender equality," "gender-sensitive," and "gender- responsive" as used in the Sendai Framework for Disaster Risk Reduction 2015-2030; the Asia Regional Plan for Implementation of the Sendai Framework 2015-2030; and Guidance Note: Gender Inclusion & Women's Empowerment at the Centre of Resilience Building: Operationalising the "Asia Regional Plan for Implementation of the Sendai Framework for Disaster Risk Reduction."

Gender equality

Refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. 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. Gender equality is not a "women's issue" but should concern and fully engage men as well as women. Equality between women and men is seen as both a human rights issue and as a precondition for, and indicator of, sustainable people-centred development.[1]

Gender-sensitive

Gender sensitivity addresses gender norms, roles and access to resources insofar as needed to reach development project goals.[2] It encompasses the ability to perceive, acknowledge and highlight existing gender differences, issues and inequalities, and to incorporate a gender perspective into strategies and actions.

Gender-responsive

This means consideration of the "specific gender dynamics and social and cultural reference points that prescribe the roles of men and women in any given society. This requires socio-cultural research and analysis to understand what the norms and expectations are for men and women in any given context and how this might affect the programme, so that interventions can be designed accordingly. It is also important to assess how interventions might interact with and influence the attitudes and behaviours of the target group and surrounding community, to ensure that negative gender stereotypes and discrimination against women and girls are not reinforced by the programme."[3]

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1 UN Women, OSAGI, "Gender Mainstreaming".

2 UN Women Training Centre, "Glossary of Gender-related Terms and Concepts".

3 UN Women, Virtual Knowledge Centre to End Violence against Women and Girls.

Gender mainstreaming

Gender mainstreaming is a globally accepted strategy for promoting gender equality. It involves ensuring that gender perspectives and attention to the goal of gender equality are central to all activities.[4]

Social inclusion

Social inclusion is the process of improving the terms on which individuals and groups take part in society - improving the ability, opportunity and dignity of those who are disadvantaged on the basis of their identity.

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4   UN Women, OSAGI.

KEY FINDINGS

This review of progress for the period 2016-2018 on implementing commitments to the gender and social inclusion goals of the Sendai Framework for Disaster Risk Reduction in Asia is based on updates from 10 governments and 12 non-state agencies. The review found that:

- There is wide consensus on the importance of addressing gender equality and social inclusion in disaster risk reduction for building resilience, and of increasing the political will for implementation. This has been demonstrated by steps to revise national policies and strategies, establish data collection mechanisms, and develop guidelines.[5]

- However, the translation of stated commitments into actions that would result in gender equality and social inclusion is constrained by several factors. These include gaps in awareness and knowledge at key decision-making, planning and implementation levels; lack of disaggregated data; inadequate and inconsistent technical and financial capacities; and gaps in supportive policies and in the effectiveness and coordination of institutional mechanisms.

- Ongoing interventions continue to focus more on the vulnerabilities of women during and after disasters and on servicing their needs, and less on empowering women and other marginalized groups to be more resilient.

- Ongoing interventions are largely piecemeal and project-based and lack cohesiveness, resulting in a limited potential to implement the commitments.

- Overall, interventions are not geared towards addressing structural issues and the root causes of inequalities and social exclusion.

Translating the commitments into action requires appropriate policies, strategies and institutional coordination; technical capacities; data and analysis for formulating informed, coherent and targeted plans and programmes focused on empowerment; and monitoring of progress and accountability.

Therefore, steps must be taken to:

- Incorporate strategies for gender and social inclusion into the national and local disaster risk reduction strategies being developed to meet Sendai Framework target "e", to increase the number of countries with such strategies.

- Build awareness and technical skills of government officials involved in disaster risk management and the United Nations 2030 Agenda for Sustainable Development so they are better equipped for gender- and socially inclusive planning, implementation and monitoring.

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5 Six out of the 10 countries responding to questionnaires for this review said they have started work on sex and age disaggregated data collection systems, as well as on strategic planning on address gender issues in disaster risk management.

- Systematically collect and update sex, age and disability disaggregated data and conduct gender and social diversity analysis, in order to fully understand the diverse capacities, vulnerabilities, exposure to disaster risk, and needs and priorities of diverse groups of women, girls, men, and boys. This is a minimum requirement for all aspects of disaster risk reduction planning, implementation, monitoring and reporting.

- Remove barriers to the meaningful participation and leadership of women, and people of all minority, marginalized and diverse groups at all levels and in all aspects of disaster risk reduction.

- Replace uncoordinated and piecemeal interventions with focused and targeted support by pooling the resources and efforts of United Nations and other stakeholder organizations to strengthen government institutions and capacities for effective social inclusion.

- Ensure that investments to build disaster resilience strengthen gender equality and social inclusion through targeted provision of access to resources, information, skills, social protection and security, including sexual and reproductive health-care services and protection of groups at risk of gender-based violence.

- Ensure that all actions for disaster risk management lead to a transformational change from "servicing the vulnerable groups" to building up their capacities and giving them equitable access to all opportunities and resources for disaster risk reduction.

- Base disaster preparedness, response, recovery and reconstruction actions on Build Back Better principles[6] that address the root causes of inequalities and ensure equitable resilience of all groups at risk.

- Strengthen coordination and partnerships among all stakeholders - including governments, the private sector, academic and research organizations, civil society organizations and donors - so that their actions are complementary and address all the various aspects of gender-equal and socially inclusive resilience-building.

- Establish rigorous monitoring, evaluation and accountability mechanisms. This should be done by allocating sufficient budget and personnel and using the targets and indicators for gender equality, social inclusion and resilience of the most vulnerable groups that were developed as part of the Sustainable Development Goals (SDGs) and Sendai Monitor mechanisms at national and local levels.

- Define and agree on a framework for a social inclusion agenda in disaster risk reduction, to provide clear guidance for strategies and programmes through the United Nations Office for Disaster Risk Reduction Asia Partnership (UNISDR Asia Partnership) and the Asian Ministerial Conference on Disaster Risk Reduction platforms.

Some initial progress has been made on implementing the commitments, but there is a strong "business as usual" tendency hindering achievement of the transformational agenda committed to in 2015. Countries must implement the social inclusion aspects in the Asia Regional Plan for the Implementation of the Sendai Framework by enabling the required policies, strategies, capacities and resources; the SDGs and the Sendai Framework targets cannot be reached otherwise. Detailed recommendations on this are provided in Section 5 of this report, The Way Forward.

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6 These principles are detailed in GFDRR, "Building Back Better"

1. INTRODUCTION, BACKGROUND AND CONTEXT

1.1 Gender-equal and Socially Inclusive Disaster Risk Reduction: Policy Guidance

When countries formulated the global guidance frameworks on disaster risk reduction in 2015,[7] the consensus was to focus on the capacities, empowerment and leadership role of women, as well as on the engagement of all marginalized groups in risk reduction and resilience-building. Countries also recognized the specific vulnerabilities and concerns that various groups face due to social, economic and institutional conditions.

The Sendai Framework for Disaster Risk Reduction 2015-2030,[8] the global guidance for building resilience to disasters, captured key issues of gender and social inclusion at policy and practice levels and addressed vulnerabilities as well as capacities. It acknowledged that, "Overall, women, children and people in vulnerable situations were disproportionately affected from disasters over the decade of 2005-15." It also said: "Governments should engage with relevant stakeholders, including women, children and youth, persons with disabilities, poor people, migrants, indigenous peoples, volunteers, the community of practitioners and older persons in the design and implementation of policies, plans and standards."

Recommendations for addressing these issues are contained in the Sendai Framework's Guiding Principles for implementation, the Priorities for Action, and the Role of Stakeholders. One of the 13 Guiding Principles is: "A gender, age, disability and cultural perspective in all policies and practices; and the promotion of women and youth leadership". The Role of Stakeholders states: "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."

Sendai Priority 4 is: "Enhancing disaster preparedness for effective response and to 'Build Back Better' in recovery, rehabilitation and reconstruction". It states that, "Empowering women and persons with disabilities to publicly lead and promote gender equitable and universally accessible response, recovery rehabilitation and reconstruction approaches are key." It recommends that countries "invest in and develop people-centred multi-hazard, multi-sectoral forecasting and early warning systems, disaster risk and emergency communications mechanisms, social technologies and hazard-monitoring telecommunications systems,

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7 The Sustainable Development Goals, Sendai Framework, and Paris Agreement on climate change.
8 UNISDR, Sendai Framework for Disaster Risk Reduction 2015-2030.

tailoring them to the needs of users, including social and cultural requirements, in particular gender."

Thus, the Sendai Framework calls for all-of-society engagement, partnership and empowerment, with special attention to people disproportionately affected by disasters, to fulfill its commitments.

There have been several key initiatives in the Asia-Pacific region to support planning and develop guidance to implement the Sendai Framework's principles of gender sensitivity and social inclusion.

The **Ha Noi Recommendations for Action on Gender and Disaster Risk Reduction**[9] called for attention to and action on gender and women's issues. It highlighted that women significantly contribute to disaster preparedness, prevention and risk reduction in the region and play a greater role in risk management and resilience-building than is often acknowledged. It also highlighted that women and girls are particularly vulnerable to disasters due to structural barriers based on gender biases and prejudices and socioeconomic discrimination, and that they often lack access to the resources, skills and information necessary for disaster preparedness and for securing livelihoods that would enhance their resilience. The Ha Noi agreement made 10 recommendations for gender-sensitive implementation of the Four Priorities of the Sendai Framework, taking into account the complexities that the region faces in addressing disaster risks, including climate change and increasing inequalities among regions and different social groups (people with disabilities, people of different ethnicities, sexual orientations, et cetera).

Asian governments and stakeholders developed the **Asia Regional Plan for the Implementation of the Sendai Framework**[10] in 2016 through the United Nations Office for Disaster Risk Reduction Asia Partnership (UNISDR Asia Partnership) in order to facilitate collaboration in building risk resilience.

The plan provides a broad policy guide for implementing the Sendai Framework in coordination with the 2030 Agenda for Sustainable Development. It is a long-term road map with a 15-year plan (2015-2030) to achieve seven global targets and a two-year action plan (2017-2018) with specific priority activities.

The plan spells out minimum requirements and milestones for actions on gender and social inclusion:

- Establish national mechanisms and methodologies to collect, analyse and disseminate information on disaster losses and risk, aiming to achieve an appropriate level of disaggregation for gender, age and disability at the national level with the use of local data.

- Promote and support gender-sensitive disaster risk reduction at the national and local levels, including universal access to sexual and reproductive health-care services, and prevention of and response to gender-based violence and women's leadership.

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9 Regional Asia-Pacific Conference on Gender and Disaster Risk Reduction, Ha Noi Recommendations.

10 UNISDR Asia Pacific, Asia Regional Plan for Implementation of the Sendai Framework.

- Establish/strengthen multi-stakeholder and multisectoral national and local platforms that are gender-responsive and inclusive, with the participation of local community representatives and other stakeholders.

The **Guidance Note -- Gender Inclusion & Women's Empowerment at the Centre of Resilience Building**[17] was endorsed at the Asian Ministerial Conference for Disaster Risk Reduction in November 2016. It proposed actions to ensure that gender and diversity concerns were integrated into the two-year action plan of the Asia Regional Plan at the local, national and regional levels. This guidance also is supported by a statement of commitments that governments, civil society groups, United Nations agencies and development partners made at the Asian Ministerial Conference to turn the recommendations into action within their organizational mandates.[18]

Draft General Recommendation No. 37 on Gender-related dimensions of disaster risk reduction in the context of climate change within the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) provided normative guidance to address the gender issues in disaster risk reduction. It was endorsed at the United Nations General Assembly in March 2018. The document's objective was to "underscore the urgency of mitigating climate change and to highlight the steps that need to be taken to achieve gender equality as a factor that will reinforce the resilience of individuals and communities globally in the context of climate change and disasters". [19]

The General Recommendation guides State parties on the implementation of their obligations on disaster risk reduction and climate change under the CEDAW. It also may be used to guide the work of civil society, international and regional intergovernmental organizations, educators, scientists, medical personnel, employers and others carrying out activities related to disaster risk reduction and climate change.

1.2 Objectives and Methodology

This update reviews the status of progress on following the main recommendations of the Guidance Note on gender and social inclusion in implementing the Asia Regional Plan. It focuses on the progress and challenges experienced by governments and other stakeholder organizations, during the period between the Asian Ministerial Conference on Disaster Risk Reduction in New Delhi in November 2016 and the next and most recent conference, in Ulaanbaatar in July 2018.

Data collection: Primary information for this review was collected through two questionnaires sent to the representative governments of the UNISDR Asia Partnership and to the organizations in the Stakeholder Group for gender and women's issues. The questionnaires focused on the progress and challenges in implementing the recommended actions, targets and monitoring criteria in the Guidance Note (see Appendices). Ten governments and 12 non-state agencies including civil society organizations, United Nations agencies and the Red Cross movement provided inputs. The review was supported by secondary sources (see References).

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17 Duryog Nivaran, Gender Inclusion & Women's Empowerment at the Centre of Resilience Building.

18 UNISDR Asia-Pacific Stakeholder Group, Voluntary Statement of Commitments by the Gender Stakeholder Group, AMCDRR 2016

19 United Nations CEDAW/C/GC/37, "Draft General Recommendation No. 37".

The respondents were:

Governments: Bangladesh, Bhutan, Indonesia, Lao People's Democratic Republic, Maldives, Nepal, Pakistan, Sri Lanka, Thailand, Viet Nam.

Non-state agencies: Asian Disaster Preparedness Centre (Asia-Pacific), All India Disaster Mitigation Institute, Association of Volunteer Actions for Society (Bangladesh), Christian Aid (Bangladesh), Institute of Disaster Management and Vulnerability Studies (Bangladesh), International Federation of Red Cross and Red Crescent Societies (Asia-Pacific), International Planned Parenthood Federation (Asia-Pacific), Japan International Cooperation Agency, Japan Women's Network for Disaster Risk Reduction, Participatory Rural Development Society (Pakistan), UN Women, United Nations Population Fund (UNFPA).

1.3 Limitations of the Progress Review

At the 2016 Asian Ministerial Conference, the Stakeholder Group for Gender and Women's Issues committed to provide an update of progress on the recommendations and milestones in the Asia Regional Plan and the Guidance Note, to be used for deliberation at the 2018 Conference. This review was conducted to fulfill that commitment.

The questions that were posed to gather primary information for the analysis adhered to the scope of the above-mentioned documents. The responses received were limited to 10 governments and 12 stakeholder organizations. Further, the Asia Regional Plan and the Guidance Note placed limited focus on broader social inclusion issues; therefore, information was inadequate to provide a more substantive analysis of this particular aspect.

The findings of the review are therefore indicative. At the same time, they correspond with other observations and secondary sources that contain broader discussions of this topic.

2. KEY ISSUES ARISING FROM THE PROGRESS REVIEW

2.1 Understanding Disaster Risk, Vulnerabilities and Capacities

2.1.1 Collection of disaggregated data

In the Asia Regional Plan, governments underlined the need to collect data disaggregated by sex, age, disability and other differences. This review found that there have been several initiatives to start and strengthen disaster data collection in order to better understand disaster risk and make more informed decisions that are gender- and socially inclusive. Bhutan is developing a Disaster Management Information System. Lao People's Democratic Republic has introduced a disaster data collection form. The National Disaster Management Centre of Maldives is developing a mechanism for data collection and management.

Several countries have modified their existing disaster data collection systems and formats. Thailand has done this through the Department of Disaster Prevention and Mitigation, and Bangladesh through the use of existing disaster data collection forms. Some countries mention improvements in specific areas: Viet Nam collects disaggregated data on deaths, injuries and missing persons in large-scale disasters, and Indonesia's National Disaster Management Authority collects disaster data disaggregated by sex and age, and sometimes also by disability.

A number of countries have reported initiatives aimed at systematic data collection, especially by leveraging statistical and census expertise. In Pakistan, a comprehensive statistical study has been conducted in 25 disaster-prone areas; the data was disaggregated for sex, age, disability, and urban-rural and other key differences and is to be used by national and provincial disaster management centres.[20] Significant progress is seen in Sri Lanka. The Ministry of Disaster Management, collaborating with the Department of Census and Statistics, has established a unit for Sendai Framework reporting connected to the National Disaster Loss Data Base at the Disaster Management Centre.

Some countries are starting to generate disaggregated data for the first time. In Bhutan, the District Disaster Management and Contingency Plans and the School Disaster Management Committees are mandated to collect some level of disaggregated data to supplement the Disaster Management Information System that is being established. In Nepal, the Emergency Operation Centres network is being leveraged to improve the currently limited disaggregated data collection. The International Federation of Red Cross and Red Crescent Societies (IFRC) is working with 38 countries to gather sex and age disaggregated data; the plan is to give the data to more than 160,000 local Red Cross and Red Crescent branches in the Asia and Pacific for use in their work.

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20 It is, however, not clear whether the data feeds into a continuous data collection mechanism of the government or whether this is a stand-alone study.

While the progress updates indicate a readiness and initial steps to create disaggregated data collection mechanisms or modify existing mechanisms,[21] progress towards developing consistent systems for disaggregated data collection and updating is still in its early stages. Since countries are collecting baseline data to report on the United Nations Sustainable Development Goals (SDGs) for 2030, there is opportunity and scope to coordinate the disaster data collection with data collection on SDG 5[22] and other gender-related SDG indicators. However, this would require a systematic and coordinated institutional approach.

BOX 1 : Use of disaggregated data in Bangladesh

After receiving a training from the Gender in Humanitarian Action working group, the Department of Women's Affairs in Bangladesh's Ministry of Women's and Children's Affairs collected data disaggregated by sex on the effects of flash floods on 23 districts in July-August 2017.

UN Women and United Nations Development Programme (UNDP), in collaboration with Ministry of Disaster Management and Relief, did a recovery needs assessment and gender analysis on the impacts of landslides and flash floods among Chittagong Hill Tracts people. This led to the development of a gender-responsive response plan.

A needs assessment report by Humanitarian Coordination Task Team Bangladesh after Cyclone Mora in June 2017 included a gender analysis that led to proposals to give specific attention to gender issues in the disaster aftermath.

2.1.2 Data analysis and use

The Guidance Note recommends analysis based on sex, age and disability disaggregated data as a fundamental step to develop and implement disaster risk management policies and plans. But there is limited progress on this as only a few organizations are carrying out related activities.

A few governments report using disaggregated data in emergency management, such as Indonesia for the distribution of relief goods, Pakistan for post-emergencies planning, and Bangladesh for damage and loss assessment and for response planning (see the Box). These are examples of good practices that can be replicated to achieve critical mass, as well as to build the capacities of government institutions in the region.

This review indicates the need for more systematic methods in the collection, analysis and application of data in disaster risk management. This includes standardizing data collection and updating methods and formats, enhancing skills and capacities for data gathering and analysis for gender and social inclusion, and establishing guidelines on using analysis for planning, implementation and monitoring.

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21   There are instances of disaggregated data being collected at the local levels, but this data is not incorporated into the district/provincial/national database due to the absence of systematic data management mechanisms.

22   SDG 5: "Achieve gender equality and empower all women and girls."

23   UNISDR, Disaster-related Data for Sustainable Development: Sendai Framework Data Readiness Review 2017, Global Summary Report

This is in sync with the conclusion of UNISDR's Sendai Framework Data Readiness Review 2017[23] that, "in different country contexts data capacity needs to be addressed comprehensively, by expanding data availability, in developing new data where it does not exist, by creating common methodologies and standards for enhanced data quality, by creating common data sharing platforms and protocols to enhance data accessibility and applicability, and sometimes by breaking down institutional barriers."

2.1.3 Guidelines and tools

Governments and several organizations have worked to develop guidelines, methodologies and tools for assessing social inclusion issues.

Several countries say they are developing guidelines to modify their policies and action plans on gender issues. In Thailand, the Office of Women's Affairs and Family Development, Ministry of Social Development, Department of Disaster Prevention and Mitigation, and Ministry of Interior and Sustainable Development have jointly prepared Disaster Risk Management and Gender Guidelines.

Other countries are including gender issues by making use of their existing guidelines, frameworks and legislation. Pakistan highlights the National Policy Guidelines on Vulnerable Groups and the special focus on the poor and marginalized as provisions that address gender concerns. Bhutan's Gender, Environment, Climate Change, Disaster and Poverty Framework joins together main interconnected concerns. Gender and children's issues are addressed within the Community-based Disaster Risk Management Minimum Standards in Lao People's Democratic Republic. In Maldives, the overall disaster management guidelines and mechanisms are used for this purpose. Viet Nam uses gender mainstreaming guidelines of Community-based Disaster Risk Management, including the mandatory inclusion of women and youth in planning and implementation in the communities. Indonesia has issued a regulation to specifically incorporate gender issues into disaster risk reduction and disaster recovery.

In Nepal, UN Women gave technical support to the Ministry of Women, Children and Social Welfare for preparation of a position paper and a document for lobbying for gender-responsive disaster risk reduction policies and programmes. Guidelines were developed to give priority to vulnerable and marginalized groups and to include women in decision-making on plans and actions for disaster risk reduction and resilience-building.

The Asian Disaster Preparedness Centre has developed a toolkit for preparing stakeholder analysis in the sub-districts using community-based techniques that have been practiced for several decades. All India Disaster Mitigation Institute has developed data collection tools such as Risk Assessment Tools for Women and Children for the Char Riverine areas of Assam state. From 2012 to 2017, the Urban Resilience Department Programme for Reduction of Vulnerability to Floods in Thailand used these gender and diversity inclusion tools to do a Hazard Vulnerability Capacities Assessment. In several states of India, gender- and diversity-responsive disaster risk reduction planning was supported by gathering child- and women-centred data on vulnerability to climate change due to poverty. The Association of Volunteer Actions for Society in Bangladesh has started developing a Women Resilience Index. In consultation with the Governments of Sri Lanka and Pakistan, International Planned Parenthood Foundation (IPPF) has developed gender-responsive tools and plans

that also include sensitivity to the needs of people with disabilities in emergency situations and responses.

The Red Cross and Red Crescent Societies in Nepal, Myanmar, Singapore and Australia have created a methodology to collect data for a Federation-wide databank and reporting system. The aim is to encourage sound data collection in the National Societies, especially for sex, age and disability disaggregated data. IFRC also has developed guidelines for vulnerability capacity assessments that are sensitive to the needs of women and people of diverse groups. This was followed by field exercises in Thailand with the Thai Red Cross and in Cox's Bazar district, Bangladesh. Gender and diversity tools based on Minimum Standards of Commitment[24] have been adapted for disaster risk reduction and health care and made available for use and dissemination by departments throughout the National Societies, both in national headquarters and branches. IFRC also has gathered information on challenges in collecting disability disaggregated data. It also has written a Technical Note on Counting People Reached. And it is developing short videos on topics such as sex, age and disability disaggregated data, data literacy and information management for National Societies to use to create awareness among groups working on disaster risk reduction. The Australian Red Cross has developed a guidance note on Disability Inclusion and Disaster Management[25] to offer suggestions on how Red Cross programmes can better include people with disabilities.

In partnership with IPPF, UNFPA has done a review of the Inter-Agency Standing Committee's guidelines on including people with disabilities in humanitarian action for Asia; the review was led by the Women's Refugee Commission and South Asia Disability Forum as part of a global process.[26] Through the Inter-agency Working Group on Sexual and Reproductive Health in Crisis, UNFPA and IPPF also have contributed to the revision of a Minimum Initial Service Package for Reproductive Health in Crisis Situations; the revision was led by the Women's Refugee Commission. The Package provides interventions to prevent maternal and newborn deaths, reduce HIV transmission, prevent sexual violence, and support survivors of crises. It also provides for planning of sexual and gender-based violence care and its integration into primary health care. To promote awareness of the need for disaster response that addresses gender-based violence, Inter-Agency Standing Committee guidelines on the issue were shared with IPPF member associations and other groups.

While governments, international and United Nations agencies, and local organizations have taken many initiatives on gender-sensitive disaster risk reduction, they still strongly tend in these initiatives to highlight the vulnerabilities of women and actions to service their needs. These initiatives identify women as one of the most vulnerable segments of the population. They significantly feature measures for protecting women and meeting their specific requirements, and providing them with specific relief items and health care. Women are most often grouped with people with disabilities, the elderly and children in the discussion of disaster risk management. There is less focus on strengthening women's capacities, or on steps to build their resilience and to empower them.

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24 IFRC, Minimum standard commitments.

25 Australian Red Cross, "Disability Inclusion and Disaster Management".

26 The Global Taskforce consists of Women's Refugee Commission, United Nations Children's Fund (UNICEF), Handicap International and several other organizations.

Also, there are no clear indications on any issues and challenges experienced in putting the guidelines and tools that have been developed into practice. This limits the understanding of any aspects that may require further attention to ensure their collective effectiveness.

2.1.4 Research and documenting

There is a need to document and actively share good practices on gender and social inclusion. The update below discusses some of the ongoing work and highlights several key areas that call for further attention.

Evidence for influencing policy

UN Women and United Nations Environment Programme are jointly implementing a regional project in Bangladesh, Cambodia and Viet Nam to promote gender equality and human rights through disaster risk reduction and climate change action; the project advocates for more gender-responsive interventions by generating evidence to influence policymaking. UN Women published the research, Action Not Words,[27] in 2016. The study explores policies and implementation methods on enabling gender equality in disaster risk reduction and climate change action.

The study's conclusions closely correspond with those of this progress review. The study says that gender equality in climate change action and disaster risk reduction is at an embryonic state and that while the goal is recognized in rhetoric in many countries, it is not supported by practice. The study concludes: "While women's 'needs' are in focus in many policies and projects, greater long term national and regional effort is required to address fundamental gender inequalities and women's strategic interests. These everyday inequalities are manifested in the impacts from disasters and a changing climate." The study recommends changes in institutional arrangements and policies, and measures to support the formulation and implementation of policies.

Duryog Nivaran - South Asia Network for Disaster Mitigation compiled the South Asia Disaster Report 2016,[28] Are We Building Back Better - Lessons from South Asia. Using case studies from five countries, the report focuses on issues of coordination at the regional, national and local levels; challenges of extreme poverty, marginalization and physical isolation; lack of continuous citizen participation in disaster preparedness and recovery at local scale; and opportunities to promote education and children's well-being and women's leadership role in Building Back Better in post-disaster recovery.

The Institute of Disaster Management and Vulnerability Studies at University of Dhaka has conducted research on, and supports research-based policy for, the effective participation of women, people with disabilities and ethnic minorities in local-level disaster management committees.

Building knowledge

All India Disaster Mitigation Institute has carried out a survey of government officials and educators in Assam and Maharashtra states on how the uncertainties of climate change

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27 UN Women Regional Office for Asia and the Pacific, Action Not Words.

28 Duryog Nivaran, South Asia Disaster Report.

affect women and children. The survey made them more aware of and informed about this concern, enabling them to incorporate it in to their work.

Japan International Cooperation Agency (JICA) has published case studies illustrating options for and challenges of strengthening women's agency in disasters. The studies of experiences in Nepal, Sri Lanka and Philippines focus on promoting women's active participation in efforts to improve disaster risk reduction and post-disaster reconstruction. JICA also has conducted a study on the role of social networks in disaster management.

Protection of rights

IFRC has done research on preventing and responding to sexual and gender-based violence during disasters caused by natural hazards; the ASEAN Committee for Disaster Management Working Group on Prevention and Mitigation collaborated on the research. (ASEAN is the 10-member Association of Southeast Asian Nations.) The research, conducted in Philippines, Indonesia and Lao People's Democratic Republic, has helped strengthen social protection mechanisms in the region. The Federation also is carrying out research on national-level advocacy and awareness-raising on how to better integrate the prevention of and response to sexual and gender-based violence into disaster law frameworks. It is working on this project with national disaster management committees and civil society and non-governmental organizations (NGOs) that do work on the concerns of women, children and people with disabilities in disasters. The study found that the national frameworks for protection against such violence in three selected countries[29] were somewhat weak and under-resourced even in non-disaster times. Therefore, when disasters struck, the violence increased.

The Asia-Pacific Gender in Humanitarian Action Working Group has developed a series of brochures on good practices on gender in humanitarian action, including on gender-based violence, participation of lesbian, gay, bisexual, transgender, intersex and questioning (LGBTIQ) people, and women's leadership. Working Group members including UN Women, UNFPA, Asian Disaster Preparedness Centre and IPPF contributed to the project.

There is a notable shortfall in research and documentation on the structural changes needed for socially inclusive disaster risk management. This is of specific concern considering the gaps in awareness and know-how about social inclusion that are mentioned by governments and other stakeholders. To close this gap, research, educational and training institutions, the United Nations, development partners and others must support government departments involved in disaster risk management. They can support by documenting good practices on understanding the role of social inclusion in disaster risk management; sharing knowledge on how to strengthen the capacities of at-risk groups and give them opportunities to participate, and how to build livelihood and disaster risk management and reduction assets; and identifying windows of opportunity for weakening the structural barriers to inclusion. Such documentation should be targeted at the specific groups involved in disaster risk management -- be they policymakers, planners, legislators, implementers, donors, et cetera -- and should be prepared in local languages.

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29 The study considered the 2016 earthquake in Ecuador, the 2015 earthquake in Nepal and the 2013-2015 drought in Zimbabwe.

Also needed are efforts to clearly understand the interconnections among different social groups, to look beyond distinct "community groupings" and into shared issues in disaster risk management. This would include developing guidance on gender as a cross-cutting issue for at-risk groups such as people with disabilities, the elderly and children, taking into account that these people are often more at risk if they are female. Gender issues in disaster risk and recovery are diverse and valid across all community groups. Further, most of the research and documentation on disaster risk management is being done by non-government groups such as universities, researchers, the United Nations and NGOs, rather than by governments. The research agenda, therefore, is being driven from outside. This could limit efforts to convert the findings into policy and practice.

2.2 Inclusive Risk Governance

2.2.1 Development of inclusive policies and planning

The progress updates show that gender equality concerns receive more consideration in comparison to the issues of other social groups such as people with disabilities, the elderly, religious and caste minorities. Thus, countries tend to develop policies that address gender issues in disaster risk reduction, disaster response and climate change action. Also, social groups tend to be treated as distinct groups and little attention is given to aspects they have in common, such as gender and age.

While some countries have started developing new plans and policies, others have identified opportunities to incorporate gender and social inclusion concerns into their existing policies and plans.

National-level policies and strategies

Many countries across the region have taken targeted action on national-level policies and strategies. In collaboration with JICA, Sri Lanka has formulated a Gender Inclusive Strategic Plan for disaster risk reduction aligned with the Sendai Framework; the plan is based on an analysis of gaps and opportunities for gender equality in national development. However, it has not yet been incorporated into the National Disaster Management Plan. Pakistan has drafted guidelines for gender-inclusive disaster response and the National Disaster Management Authority has done a "gender mapping" to provide a solid base for disaster planning. Maldives is developing Island Disaster Management Plans based on core principles of gender-responsiveness in disaster risk reduction and disaster management. The Bangladesh Government's review of the National Plan for Disaster Management of 2010–2015 identified eight new, key strategic directions, including socially inclusive development and disaster management governance. Also, a Climate Change and Gender Action Plan within the Bangladesh Climate Change Strategy and Action Plan has been developed in consultation with the ministries and other stakeholders. Viet Nam is drafting a National Strategy for Disaster Prevention and Control. Indonesia has updated the operational and logistical guidelines of the Minimum Initial Service Package and included them in a revised Ministry of Health regulation. However, Indonesia says work on gender-equal disaster risk reduction plans and policies is still at preliminary stages.

Overall, these new initiatives by various governments are positive moves that, if further developed, could contribute to gender-responsive risk governance.

There also are government efforts to address gender concerns and the concerns of vulnerable groups within national policies and state mechanisms that are already in place. In Nepal, gender concerns are incorporated into overall disaster risk management and strategic action plans. Bhutan and Pakistan mention that gender concerns are included in disaster response and safety plans for schools. Bhutan includes the provision of water, sanitation and hygiene facilities in its School Disaster Management Plans and in Temporary Learning Guidelines during crises. Pakistan includes concerns about gender-based violence in its School Safety Plans; it is scaling up implementation of the guidelines in 500 schools. Viet Nam's Government update mentions that inclusion issues are part of its overall implementation of the Sendai Framework.

Several countries report taking actions on budgeting for gender-responsive disaster risk reduction. For instance, in Thailand, the Budget Bureau is involved in discussions with authorities handling disasters on making policies and accessing financing to implement gender-responsive disaster risk reduction and disaster management. In Indonesia, the Ministry of Empowerment of Women and Children trained officials of the National Agency for Disaster Management in gender-inclusive planning and gender "budget tagging" (monitoring and tracking of expenditures). However, specific plans for gender inclusiveness have not yet been developed.

Nepal is developing a Disaster and Risk Reduction Bill and placing a Gender Equality and Social Inclusion resource person within the National Action Plan on disaster risk reduction. This is an outcome of UN Women's technical support for establishing a gender-sensitive earthquake response budget in the Aid Management Information System of the Ministry of Finance.

Asia regional policies and strategies

At the regional level, governments and a range of non-governmental agencies are collaborating in their work on similar themes.

UNFPA and Australia hosted a strategic dialogue on sexual and reproductive health and gender-based violence in emergencies. The ASEAN Coordinating Centre for Humanitarian Assistance on Disaster Management, Women's Refugee Commission, Pacific Disability Forum, Edge Effect, IPPF and other groups shared promising practices and explored ways to better integrate the specific needs of women and girls into regional and national disaster risk reduction policies and programmes. Also, an IFRC collaboration with ASEAN led to the inclusion of gender issues in the work programme of the ASEAN Agreement on Disaster Management and Response.

The Inter-Agency Standing Committee's Asia-Pacific Gender in Humanitarian Action Working Group, formed in 2015, is the main platform for coordination, advocacy and information-sharing on gender in humanitarian action at the regional level.[30] Among other initiatives, the Working Group has contributed to policy dialogues to shape gender-equal humanitarian action, such as at the Grand Bargain Regional Dialogue and the Regional Humanitarian Partnerships Forum.

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30 The Working Group is co-chaired by UN Women, Asian Disaster Preparedness Centre and United Nations Office for the Coordination of Humanitarian Affairs. Its members include UNFPA, OXFAM, International Council of Voluntary Agencies, CARE, PLAN International, IPPF, and many other United Nations agencies and NGOs.

At both the national and regional levels, UNFPA helps governments develop policies on sexual and reproductive health, including the Minimum Initial Service Package, and on gender-based violence in disaster preparedness and response. It helped Indonesia's Ministry of Women Empowerment and Child Protection to develop technical guidelines on this. UNFPA worked with Philippines to issue a Joint Memorandum Circular on institutionalizing the Minimum Initial Service Package at national and local levels and integrating concerns about sexual and reproductive health and gender-based violence into disaster preparedness and response efforts. IPPF has continued to strengthen member associations and advocated for the integration of these same concerns into local- and national-level disaster management plans.

In Japan, Japan Women's Network for Disaster Risk Reduction made a series of policy recommendations on gender- and diversity-responsive disaster risk reduction at several regional seminars. These include the World Tsunami Day International Symposium in 2016 and Consensus-building on Reconstructing Disaster Resilient Societies -- Gender and Diversity Perspectives during the BOSAI Forum in 2017. These seminars discussed ways to achieve a disaster-resilient society, and identified key factors that foster resilience as well as consensus-building that enables the participation of multiple groups including women, people with disabilities, the elderly. Also discussed was the significance of cross-sectoral collaboration -- such as work on the environment, ecosystems and town planning -- for disaster risk reduction and building resilience.

Local-level policies and strategies

In Viet Nam, UN Women helped the Vietnam Women's Union and the Ministry of Agriculture and Rural Development to develop disaster risk reduction plans in eight communes. Over 600 commune members, half of them women, participated in drawing up the plans. It was the first time these communes had developed disaster risk reduction plans through consultations involving both women and men. The plans were approved by the Chairman of the Commune People's Committee.

In India, All India Disaster Mitigation Institute is assisting in the preparation, auditing and review of disaster management planning, including child- and women-centred disaster risk reduction in the cities, districts, states, and departments. It is also helping strengthen "climate smart"[31] District Disaster Management Plans with local-level planning based on women- and child-centred disaster risk assessments. All India Disaster Mitigation Institute made women- and child-sensitive disaster management plans for Sikkim state after consulting women leaders there. In Assam and Maharashtra states, it helped develop School Disaster Management Plans that focus on the vulnerability of girls but also their role in promoting disaster risk reduction. And it helped the administration of Raipur district prepare a comprehensive, child-centric District Disaster Management Plan. Further, the Institute helped the Government of Andhra Pradesh state develop a disaster risk reduction road map with a significant focus on gender-equal disaster mitigation.

Overall, progress in the region is uneven. Some countries are falling behind on the commitments to gender and social inclusion that they made in the Sendai Framework and the Asia Regional Plan. Indonesia's update illustrates this -- while its National Disaster

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31 Reorienting plans and activities to take into account the new realities of climate change.

Management Plan and National Agency for Disaster Management 2015-2019 plan include many aspects of the Sendai Framework, these plans are not geared towards gender equality.

Within each country as well as regionally, there is a wide range of activities supporting national-level policies and strategies, and sub-national and local-level planning that involves local governments and local development bodies. However, these interventions still appear too thinly spread, and they must be scaled up in order to achieve impact and consistency.

It is important to look into the scope, possibilities and challenges in implementing the policies and plans. Attention should be given to the fact that the mandates of disaster risk management institutions often do not specify gender and social inclusion concerns. There is a sizable mismatch between the commitments to inclusion at the global and national levels and the current state of the institutional arrangements and capacities required to implement those commitments. Gender and social inclusion are "social" aspects of disaster risk management. Regular disaster management institutions do not have staff with gender and social analysis expertise and skills or related planning and implementation know-how. This weakness was indicated by six of the 10 governments surveyed in this review.

2.2.2 Awareness and capacity

A further question is whether the technical capacities and resources needed for planning and implementation are consistently available. Lead ministries and departments dealing with disaster risk management, climate change action, and economic and social development clearly lack awareness and understanding of gender and social inclusion issues. Several governments mention gaps in the understanding of gender issues not just in disaster risk reduction, but in overall national development. They say gender often is seen as a "women's issue", only relevant when dealing with gender-based violence and sexual and reproductive health in emergencies. An understanding of the broader development context of gender issues is lacking.

Several governments have attempted to close this gap by conducting training on gender issues in disaster risk reduction, Community-based Disaster Risk Management and disaster response, gender-based violence, school safety and mental health. Pakistan has conducted training on preparing for gender-based violence in emergencies and using a Gender-based Violence Toolkit, and on handling mental health issues under the Pakistan School Safety Framework. Pakistan also held a National Teacher Consultative workshop on gender-based violence and a training for women as first responders in emergencies. In Sri Lanka, the trainings did not exclusively focus on disaster risk management, but did include discussions on sexual and reproductive health during and after disasters.

Bhutan and Thailand have organized programmes on gender aspects of Community-based Disaster Risk Management. In Bhutan, the Mainstreaming Reference Group of the Gross National Happiness Commission did such training as a way to address cross-cutting issues under its purview. Maldives and Indonesia have identified the need for training on gender awareness in disaster risk reduction.

Strengthening capacities for inclusive disaster risk reduction

In some instances, trainings are linked to initiatives aimed at mobilizing policy changes and investments. Trainings by JICA are aimed at developing the abilities of key experts and

practitioners to participate in dialogue on policy requirements and budget allocations for implementation. JICA's Gender and Diversity for Disaster Resilience training encouraged them to consider ways to increase the participation of women and vulnerable groups in disaster resilience initiatives. It enhanced skills to implement projects and activities in which communities can participate and discuss their own needs.

In partnership with the Vietnam Women's Union and the Ministry of Agriculture and Rural Development, UN Women supported capacity-building of women in Viet Nam on disaster risk reduction and coping with climate change. A group of Government officials were trained as trainers; they in turn trained 150 representatives of the women's union and the Committee for Natural Disaster Prevention and Control. The participants used the knowledge to get large numbers of local women to participate in disaster risk assessment consultations in the villages and other local areas.

The Asian Disaster Preparedness Centre addressed gender issues and targeted female officials in its work to strengthen technical abilities to use new technologies to enhance data collection in Myanmar. It supported the SERVIR Mekong Project and Geospatial Information Department by developing Guidance Notes on Gender and the Geographic Information System, and conducting a training on using geospatial information technology to make decisions on disaster risk reduction. The training targeted national experts and disaster responders, especially female officials.

In Bangladesh, the Institute of Disaster Management and Vulnerability Studies developed training material on gender-equal disaster risk reduction and disaster response, carried out capacity-building programmes, and engaged in dialogues on gender-equal and socially inclusive disaster management.

In India's Assam and Maharashtra states, All India Disaster Mitigation Institute conducted training on School Disaster Management Planning, including the role of female teachers in these plans. Together with the Assam State Disaster Management Authority, the Institute also conducted trainings on community-based disaster preparedness.

Strengthening capacities for inclusive humanitarian response

Progress has been made in addressing sexual and reproductive health and gender-based violence in disaster risk reduction and humanitarian action in the region. Some countries have integrated the specific needs of women and girls into the early planning and preparedness phases of disaster risk mitigation programmes. Governments also have started to recognize the need to engage women in disaster risk reduction efforts, rather than just consider them as a passive, vulnerable group.

UNFPA and IPPF support governments and local and international NGOs in advocacy on these issues. These two agencies have delivered a capacity-building programme on integrating the Minimum Initial Service Package into disaster response in Afghanistan, Bangladesh, Democratic People's Republic of Korea, Indonesia, Myanmar, Nepal, Papua New Guinea, Pakistan, Philippines, Sri Lanka, Viet Nam and Tonga. The Package is now integrated into disaster management mechanisms in Pakistan, Philippines and Sri Lanka. In Bangladesh, UN Women and the Office of the United Nations High Commissioner for Refugees (UNHCR) collaborated with the Asian Disaster Preparedness Centre to support

training of humanitarian professionals from the Government and NGOs in applying the principles of gender in humanitarian action.

In northern Bangladesh, Christian Aid's Women Led Response project works with 50 female leaders to strengthen their role in humanitarian action when floods and cyclones strike. In Nepal, during the response to an earthquake, UNFPA trained Nepal Scouts to gather feedback from the community on gender equality, sexual and reproductive health, and gender-based violence. The feedback was collected through Multipurpose Women's Centres, reproductive health clinics, and women-friendly spaces run by local women's groups. In Myanmar, UNFPA programmes include a multi-year, countrywide initiative called Women and Girls First. It focuses on developing the abilities of civil society and women's groups and line ministries to address the specific needs of women and girls in humanitarian contexts, especially for integrated services on sexual and reproductive health and gender-based violence. This has highlighted the needs of women and girls and enabled officials and workers to understand gender perspectives.

As these examples show, many training and capacity-development programmes are carried out both by governments and non-government groups. But overall, these programmes tend to be supply-driven rather than based on capacity needs assessments. This review points to several specific areas where capacities are lacking and interventions are needed, as well as the need for more coordinated action by the stakeholder agencies and governments to close the capacity gaps.

2.2.3 Monitoring: Indicators of progress

The importance of indicators of progress is clearly stated in the Sendai Framework and in the Asia Regional Plan. The monitoring of the Sendai Framework targets will follow the set of indicators and monitoring system that have been internationally agreed and endorsed by the United Nations General Assembly. Governments have been requested to develop corresponding indicators that are appropriate for their countries. The Guidance Note says that in developing indicators to monitor progress and challenges in gender and social inclusion, governments should pay specific attention to aspects such as sex, age and disability disaggregated data and baseline data, policies and legislation, representation and empowerment, and humanitarian action and protection.

In their updates, some governments say that they have not yet developed monitoring indicators on gender and social inclusion in disaster situations. Indonesia, Sri Lanka, Maldives and Viet Nam identify this as an area that needs to be addressed. Bhutan and Nepal report that gender equality is monitored within the overall government performance monitoring systems for national development. Bhutan says that gender equality can be monitored through the Government Performance Management System, which assesses national development programmes annually. In Nepal, National Monitoring Systems for Local Development use social indicators including gender aspects. In Thailand, the Ministry of Women's Affairs and Family Development takes SDG 5 ("Achieve gender equality and empower all women and girls") as a reference to monitor progress on gender equality. Pakistan's approach is to monitor the overall status of gender issues and minimum standards for gender equality and gender-based violence in preparedness for humanitarian action.

Since national monitoring systems may not specifically focus on disaster situations and related issues, it is imperative to strengthen indicators of progress so that the effectiveness and relevance of the directions and interventions for gender equality and social inclusion can be assessed. It is vital to ensure that monitoring indicators address specific aspects such as participation and leadership; livelihoods and productive assets; access to information, including early warnings that support coping capacities and resilience; and effective contributions to decision-making by socially marginalized groups. The gaps in the availability of sex, age and disability disaggregated data and baseline information that are highlighted in this progress review pose considerable barriers for setting targets and indicators of progress.

2.3 Strengthening the Capacities of Women

Women's participation and leadership

While countries have committed to the global norms on women taking leadership roles and acting as capable agents of change, focused action in this direction is significantly low. As indicators of women's participation, most countries report that women's rights to equal participation are guaranteed in the national constitution or incorporated into the Community-based Disaster Risk Management programmes. However, they do not specify how this extends to disaster risk management, what interventions are required to make this happen, and what the targets and indicators of progress are. For example, Thailand reports possible opportunities such as promotion of women's political leadership -- but it is not clear whether these plans have been implemented and whether they link with disaster management. Maldives has identified women's participation and leadership in disaster risk reduction as an area that needs to be strengthened.

Available examples of targeted action include Indonesia's Disaster Resilient Village Programme, a local-level initiative to promote women's participation and leadership in disaster risk reduction and disaster response through the National Agency for Disaster Management. Viet Nam offers a specific case of women's active participation in decision-making: Vietnam Women's Union has become an official member of the Steering Committee on Disaster Prevention and Control. The Committee operates at both the central and local levels, so leaders of the Women's Union are now able to participate at both levels.

In Bangladesh, in collaboration with the Government, UNDP, United Nations Office for Project Services, and UN Women launched a National Resilience Programme in 2017 to strengthen gender-responsive disaster risk reduction, promote women's leadership in disaster risk reduction decisions and investments, and strengthen the resilience of communities by giving them increased access to livelihood security and disaster preparedness.

These attempts by governments to enhance women's participation and leadership at the local level follow the recommendations of both the Sendai Framework and SDG 5. But they need to be scaled up.

UN Women's assistance to disaster management planning in Viet Nam also has included working with highly vulnerable communes in five provinces to develop preparedness plans. The project trained women on life-saving skills such as swimming and first aid. Thirty women were trained as commune "communicators" to share their knowledge with others in the community. In addition, over 5,000 people were given information on life-saving and

early warning, and were encouraged to do longer-term planning to secure their livelihoods, especially by reducing damage to crops.

UN Women's work in Nepal focused on developing the capacity of women to actively participate in local disaster management. UN women has trained 14 organizations -- including women's groups and three government agencies (Ministry of Women, Children and Social Welfare, Ministry of Home Affairs, and National Reconstruction Authority) -- that demonstrated the capacity to integrate gender perspectives into disaster response. It also supported three Multipurpose Women's Centres with training on women's participation in decision-making on disaster management. Female leaders of these centres in turn partnered with local women's organizations to implement the programme in the local communities. As a result, over 5,000 women and girls in three earthquake-affected areas are now better able to bring gender perspectives into district emergency disaster preparedness efforts.

Strengthening women's ability to take leadership roles has been the key focus of several interventions by All India Disaster Mitigation Institute. In the Indian Sundarbans, the Institute supported round-table meetings that included local disaster management committees in discussing the topic, Bridging the Gap on Climate Change, Uncertainty and Transformation. These discussions focused on exploring the opportunities for women in these committees to voice their views and for women to more actively participate in the local governance of Sundarbans.

The progress updates clearly indicate that deeply rooted, gender-based structural issues and related economic, social and institutional dynamics significantly hinder women from participating and taking leadership roles. Several governments recognize this. There is little information on this aspect being part of the ongoing disaster management processes. Ways to weaken the barriers for implementing the commitments to women's participation and leadership in disaster risk reduction should be identified.

2.4 Institutional and Coordination Arrangements

2.4.1 Stakeholder coordination

Institutional coordination is critical for achieving gender and social inclusion. For the purpose of this review, institutional arrangements were reviewed against these main criteria: focal points and/or dedicated departments; mechanisms to coordinate the efforts of stakeholders and other sectors; and representation in the national platforms for disaster risk reduction. Only a few country updates contained responses to questions on all these criteria.

Commonly, the focal points for gender and women's issues are the ministries on women's affairs and social development or welfare. In Nepal, the new federal system stipulates the focal points as the Ministry of Women, Children and Social Welfare and dedicated ministries and provincial and local government departments. Dedicated departments in other countries include the National Commission for Women and Children in Bhutan and the National Office of Women's Affairs and Family Development and the Ministry of Social Development and Human Security in Thailand. Indonesia specifies two mechanisms: the Bureau of Planning and a Gender Working Group that is being created. In Pakistan, the Gender and Child Cell under the National Disaster Management Authority Pakistan is the focal point coordinating disaster risk reduction and disaster response work. In Sri Lanka, the Planning Division of the Ministry of Disaster Management serves this purpose.

A few countries have limited opportunities for institutional coordination through the national platforms for disaster risk reduction. In Lao People's Democratic Republic, the Lao Women's Union was appointed by a Prime Minister's decree in 2018 to a high-profile committee of 24 members. In Thailand, representation is through the National Women's Capacity Building Fund, while in Pakistan it is through the Gender and Child Cell. Nepal mentions gender as a priority in national platforms. Bhutan mentions that Article 133 of the Disaster Management Act enables equal representation for women in all platforms.

While governments identify the ministries of women's affairs as the focal points for gender issues in disaster risk reduction, the mandates of these ministries do not directly include disaster risk and vulnerability matters. Their coordination with other ministries and departments, including those handling disaster management, is often poor, and joint programming is not common. These units are poorly resourced, both in finances and in human capacities. Therefore, this arrangement alone cannot be expected to be effective in moving forward gender issues in disaster risk reduction.

Stakeholder organizations have made several notable efforts at national, regional and global levels to coordinate key groups working on disaster risk reduction and gender issues.

In Bangladesh, through a national-level humanitarian platform called NAHAB, Christian Aid is promoting the linking of institutions on gender and women's issues, national disaster management offices, and civil society groups to build gender-responsive disaster risk reduction and women's leadership. The Institute of Disaster Management and Vulnerability Studies at the University of Dhaka is working to expand the stakeholder base by organizing workshops and training to encourage private sector involvement in disaster risk reduction.

At the regional level, the Asia-Pacific Gender in Humanitarian Action Working Group supports with coordination and works closely with partners to advocate for gender equality and women's empowerment in humanitarian action and disaster risk reduction.

IFRC has established gender and diversity networks in South-East Asia and South Asia, with specific focal points in each National Society. These focal points work on mainstreaming gender, diversity, and sexual and gender-based violence prevention and response issues in disaster preparedness, response and recovery.

UN Women, IFRC and UNISDR jointly developed a Gender Inequality in Risk global programme on integrating gender-inclusive socioeconomic and development information into disaster risk management plans. The programme is to be implemented in several regions including the Asia-Pacific, in partnership with local organizations.

The updates on institutional arrangements indicate that some steps have been taken to assign dedicated offices to spearhead work on gender equality and social inclusion. However, since gender and social inclusion and disaster risk management are cross-cutting areas, greater clarity on the horizontal and vertical linkages among these areas and coordination with relevant stakeholders is required if the targets and commitments are to be realized.

2.4.2 Coordination with other sectors

Coordination between disaster risk management and other sectors is not strong or widespread, except with the health sector. Linkages with the health sector for disaster-related services figure prominently in almost all the countries. In Thailand, the Ministry of Public Health coordinates with all sectors engaged in disaster risk reduction. Similarly, Bhutan, Nepal, Bangladesh, Sri Lanka and Maldives mention coordination with the health ministry and other health institutions. State institutions on women's affairs and disaster management also coordinate on work on gender-based violence and protection. Other state agencies supporting various aspects of disaster response include ministries of education, social development, social welfare and interior.

While such coordination is a positive development, it does not extend to regular coordination or to joint programming with a long-term view. For instance, in Sri Lanka, there are at the district-level Women Development Officers under the Ministry of Women and Child Affairs, and Disaster Management Officers attached to the Ministry of Disaster Management. While there is significant scope for joint disaster risk reduction activities involving women in disaster-prone districts, inter-ministerial coordination remains at basic levels. This could be due to the narrow definitions of institutional mandates and the lack of experience in joint programming. District Disaster Management Committees could be used to increase sectoral coordination, as highlighted in the post-disaster needs assessments in 2016 and 2017[32] after floods and landslides in the country.

Government agencies also interact with local and international agencies. These include United Nations agencies working on sexual and reproductive health and child-based disaster risk management and policy improvements; Red Crescent Societies supporting diverse areas of work in Maldives; and the British Council supporting school safety education in emergencies and disasters in Pakistan. In Bhutan, local organizations such as the Nuns Foundation, Tarayana Foundation and REVIEW also coordinate with the Government on disaster risk reduction and response programmes.

Coordination among sectors is one of the Guiding Principles of the Sendai Framework and is highlighted in the Asia Regional Plan. It is needed to achieve coherence across the agendas of sustainable development and growth, food security, health and safety, climate change and variability, environmental management, and disaster risk reduction. This review indicates that linkages between disaster risk management and key development sectors are still at elementary levels. This is an important area demanding attention.

2.4.3 Coordination and linkages with Sustainable Development Goals and climate change action

The progress updates contain notably little information on any coordination on gender equality and social inclusion concerns among the agendas on disaster risk reduction, the SDGs and climate change. Lacking are coordinated actions or outcomes. Inclusion is a cross-cutting issue in all three areas and countries have committed to aim for coherence in planning, implementation, progress monitoring and budget allocation. This gap reflects the

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32 Government of Sri Lanka, Sri Lanka Post-Disaster Needs Assessment 2016, and Sri Lanka Rapid Post-Disaster Needs Assessment, 2017.

sub-optimal level of efforts being made to reach shared objectives. It also indicates possible duplication of efforts.

The update from Indonesia briefly mentions that the National Secretariat for the SDGs manages work on the Goals, but gives no indication of any linkages or coordination between the Secretariat and disaster management mechanisms on complementary work. Similarly, brief notes in other country updates indicate that there are initial links with disaster management mechanisms. Thailand mentions the overall contribution of these mechanisms towards SDG 5 on gender equality. Maldives says the Government's disaster response mechanism is working closely with national partners working on the SDGs.

Nepal's update mentions that the country has developed a National Disaster Risk Reduction Policy and Strategic Action Plan that includes priority actions for gender equality in line with some of the SDGs and the Sendai Framework. Sri Lanka mentions that while its disaster management planning does not specifically link with the SDGs, disaster risk management and climate change action in response to emergency situations indirectly contribute towards SDG objectives. Bhutan briefly mentions that its Disaster Management Act includes steps to integrate disaster risk reduction with national development.

These actions can be interpreted as initial steps towards following Guiding Principle "h" of the Sendai Framework: "The development, strengthening and implementation of relevant policies, plans, practices and mechanisms need to aim at coherence, as appropriate, across sustainable development and growth, food security, health and safety, climate change and variability, environmental management and disaster risk reduction agendas." The gaps in fully achieving this need to be addressed at the national and local levels through national development planning and sectoral coordination mechanisms.

3. EXPECTED OUTCOMES FOR GENDER EQUALITY AND SOCIAL INCLUSION FOR 2018-2020

While current progress on gender equality and social inclusion is limited by significant gaps in awareness, technical and financial capacities and institutional mechanisms, as well as poor coordination of the overall direction, governments do express expected outcomes that indicate they have higher aspirations for 2018-2020.

Nepal aims to ensure gender and social inclusion in all disaster risk reduction policies and plans. It is developing guidelines for mainstreaming disaster risk reduction into all development sectors, and for protecting women and vulnerable groups during emergencies. And it is developing gender and social inclusion work plans at all levels and implementing specific programmes to ensure such inclusion.

Bhutan, Maldives and Nepal are focusing on empowering women to equally participate in and lead disaster risk reduction efforts, and ensuring gender- and socially inclusive disaster management programmes at all levels. Viet Nam's expected outcomes include collecting and sharing sex and age disaggregated data on post-disaster losses, damage and needs, ensuring participation of women at all relevant Asia-Pacific events, and training on gender sensitivity for government leaders and officials working on disaster risk reduction at the central and provincial levels.

In Pakistan, the focus is on strengthening three main areas: provision of sexual and reproductive health services including delivery of a Minimum Initial Service Package; policy and institutional frameworks for preventing gender-based violence in disaster and humanitarian situations; and strengthening capacities at all levels and partnerships for better-coordinated, effective disaster preparedness and response planning. Sri Lanka's expected outcomes are sensitization of key development sectors on the importance of mainstreaming gender in disaster risk reduction; national consensus-building for gender and social inclusion in implementing the Sendai Framework; enabling mechanisms for gender-responsive budgeting through training at the national and district levels; strengthening capacities for training on disaster risk reduction and disaster response, especially by developing training manuals; and improving coordination of state mechanisms from the national to the local levels.

Indonesia and Lao People's Democratic Republic have not yet identified expected outcomes. The latter's update says this is to be discussed with the Lao Women's Union. Bangladesh says the inclusion of gender equality in climate change adaptation projects of the Bangladesh

BOX 2 : Main barriers to gender equality and social inclusion

This progress review points to the following key barriers for achieving gender equality and social inclusion in disaster risk reduction as called for in the Sendai Framework and the Asia Regional Plan:

- Low levels of awareness of gender and social marginalization as a development issue, which becomes distinctly apparent in disaster contexts.

- Poor understanding of the expected "transformational change", resulting in continued focus on women's vulnerability and interventions in servicing instead of empowering women and socially marginalized groups towards long-term resilience.

- Deep-rooted structural issues and social dynamics confronting the implementation and impact of interventions aimed at empowerment of women and marginalized groups.

- Disjointed and uncoordinated nature of interventions by different actors (governments, United Nations and non-government agencies), hindering scope for cumulative impacts to meet the expected outcomes.

- Poor, inadequate levels of coherence and coordination as called for in the 2030 Sustainable Development and climate change agendas and Sendai Framework for achieving gender equality.

- Inadequate capacities and technical and financial resources to convert commitments into practice.

- Lack of clear accountability mechanisms and indicators of progress.

Climate Change Trust Fund is a key task to be done in collaboration with the Ministry of Women and Child Affairs.

It is promising that governments have identified measures leading to gender equality, women's empowerment and social inclusion in disaster risk management for the period before the next Asian Ministerial Conference in 2020. At the same time, the challenges posed by gaps in knowledge, awareness, skills and financial resources, as well as structural issues of perpetual marginalization of certain social groups, remain to be addressed.

4. CONCLUSIONS

This progress review is based on information provided by 10 governments and 12 stakeholder agencies. While this is not a comprehensive study, it does indicate the current status and direction in which the region is heading.

Considering that this review comes just two years after the formulation of the Asia Regional Plan and the Guidance Note, we may need to allow some time for the recommendations to be implemented on the scale expected. In this sense, the activities and perspectives provided in the updates do reflect some degree of progress towards achieving the gender equality and social inclusion goals set in the two documents.

At the same time, some critical elements needed for moving towards the expected outcomes and transformational change are missing. These gaps should be addressed between now and the 2020 milestones: Sendai Target (e) and the next Asian Ministerial Conference, in Australia. Also, governments and stakeholder agencies should better coordinate their resources and efforts for greater complementarity in achieving their common objectives.

BOX 3 : Progress achieved in 2016-2018 on gender equality and social inclusion in disaster risk management

- Six out of 10 countries reported initiating new policies and revisions for gender and social inclusion in disaster risk management.

- Increased focus on capacity development for gender and social inclusion; local-level planning; humanitarian action; and school safety, although actions are largely uncoordinated and piecemeal.

- Increased focus on developing guidelines and assessment tools on disaggregation of data and collecting and analyzing disaggregated data in post-disaster needs assessments.

- Heightened recognition of the need to address gender-based violence and sexual and reproductive health in disaster emergency response.

- Increased evidence and documentation on good practices and learning on gender and social inclusion in post-disaster recovery and emergency response.

- Rise in partnerships between governments and stakeholder agencies on issues such as disaster data and protection.

- Opportunities for discussion on gender sensitivity as well as representation of women's organizations in the national coordination mechanisms/platforms for disaster risk reduction.

Understanding disaster risk for gender equality and social inclusion

The various stakeholders have accepted that there is a need to address gender and social inclusion in disaster risk management. But the expressed acceptance and the intention to act, as shown by a range of interventions, is confronted by several limitations.

While there is general agreement on and efforts to collect sex, age and disability disaggregated data, it is not clear how/whether the collected data is analyzed and how it is used for disaster risk management planning. There is little indication of gender and social analysis or proactive measures to strengthen women's roles and capacities. Community-based Disaster Risk Management is commonly taken as the main approach to solicit women's participation and social inclusion despite its well-observed limitations in connecting to broader institutional and decision-making mechanisms. Further work is needed to improve interventions through the use of good practices.

Most governments and stakeholders largely address only women's and gender concerns, and continue to place issues of other social groups at the periphery. And on women's and gender issues, the focus largely remains on addressing women's vulnerabilities and servicing women in emergencies. The gender awareness trainings carried out during the review period commonly tended to focus on emergency situations, emergency responders, sexual and gender-based violence and sexual and reproductive health. Only a few interventions built on women's capacities and treated them as individuals with social and economic roles and capacities in the wider community, not simply as victims of disasters. The stakeholder agencies' demonstrated strength in training and capacity-building can be used to close this gap to a large extent.

The current stronger focus on vulnerability and humanitarian action can be seen as a continuation of the practices of previous decade. It indicates a "business as usual" approach rather than the transformational approach to empowering women that is called for by the Sendai Framework and 2030 Sustainable Development agenda. The result is inadequate efforts to draw upon the capacities and resilience of people.

Inclusive risk governance

Ongoing activities on inclusive risk governance range from provincial- and local-level planning; development of methodologies, guidance, planning and analytical tools; training and capacity-building; community-level interventions; research and documentation of case studies; advocacy to influence policy; and networking.

Several governments have taken steps to develop and/or update national policies and strategies on disaster management to more explicitly incorporate gender and social inclusion provisions. A few others have marked it as a priority task. These are positive moves towards gender-responsive risk governance. They can be further strengthened by enhancing analytical and planning capacities and resources. Notably, awareness of gender equality and social inclusion does not appear strong among government officials of various development sectors who are expected to connect with disaster risk management work (disaster risk informed sectoral planning, post-disaster recovery, et cetera) at the national and local levels. This is a gap to be noted considering the recommendations of the Sendai Framework for achieving coherence and coordination with the 2030 Sustainable Development and climate change agendas.

The updates give little indication of any actions being taken to implement the policies and strategies for inclusion, and to apply the guidelines and trainings into practice. That limits our ability to gain insights into any structural, institutional and other issues of implementation that may require further attention. Both government and non-government sectors have problems translating policy into practice. This can be due to the disparities between policies and legislation aimed at empowering women and the realities in households, communities and societies. Patriarchy and discriminatory attitudes and practices that deny girls and women equal opportunities for education, economic resources, mobility and public roles continue to influence both communities and institutions. In their updates, several governments identified this as a main hindrance to enhancing women's participation, capacities and leadership.

Organizations and local governments working at the ground level have to work in the context of these complex and sensitive issues, and their financial and human resources, knowledge, skills, experience and decision-making authority often are limited. Thus, interventions often do not lead the way towards transformational change. Yet while it is acknowledged that structural changes take time, it is important to keep that as the focus in overall programming and to find ways to weaken the barriers.

Strengthening capacities

Mostly, it is the non-state stakeholder agencies that carry out training and capacity-building, development of methodologies and research, and policy advocacy. They are a mixed group of international NGOs, United Nations agencies and civil society organizations whose work, capacities and resources vary widely. Their approaches and strategies are largely influenced by their organizational mandates and established practices. Accordingly, issues such as gender-based violence, sexual and reproductive health, and the concerns of children and of lesbian, gay, bisexual, transgender and intersex people receive more attention than a gamut of other issues that also affect gender equality and social inclusion. To some extent, organizations are attempting to tackle the issues that governments are not strong on, and they work with government ministries and departments on these issues. Thus, on some issues, governments and stakeholder agencies are doing complementary work to reach the common goal of inclusion.

While these issues are essential and call for immediate attention, there are many more issues that require attention. Governments and stakeholder agencies focus significantly less on, for example, disaster risk management planning based on gender and social analysis, psychosocial aspects, the challenges faced by older women (especially economically dependent older women in disaster situations), and people with disabilities. As previously mentioned, they also focus less on the potential to make use of the capacities and experiences of women and marginalized groups in disaster preparedness and resilience-building.

Institutional coordination

Governments commonly state that gender inequality and discrimination is addressed through the provisions of the national constitution and in acts issued on disaster management. At the same time, several governments say that since the agencies responsible for gender issues are under different ministries, there is little common dialogue. The focal agencies for gender issues in development are often not mandated to serve as the focal institutions for disaster risk reduction. Nor do they adequately grasp disaster risk reduction issues. This highlights

the need for common institutional mechanisms or platforms to better coordinate planning and implementation.

The state of progress on policy and planning underlines the challenges government disaster management bodies seem to be facing in persuading the agencies on national planning and budgeting to make policy changes, and especially, to ensure that there are budgets and treasury commitments dedicated to disaster risk management.

A main aim of this progress review was to see how the current interventions fit within the wider context of development and link with the SDGs and climate change action. However, the updates contained sparse information on this, indicating that there is limited progress in linking diverse development frameworks in a coherent and coordinated manner. Also, there are no indications that there are any significant institutional or coordination mechanisms to facilitate this.

In conclusion, this progress review raises questions about several fundamental aspects that limit efforts to achieve gender equality and social inclusion in disaster risk management. They include the failure to address the root causes of marginalization and structural barriers to inclusion; poor awareness of the issues; lack of understanding on making the shift towards capacitating and empowering women and other marginalized groups, inadequate capacities; and the uncoordinated and patchy nature of the interventions by governments and stakeholder organizations, limiting scope and direction for meeting the objectives of inclusion.

BOX 4 : The "red flags"

- Social inclusion agenda is not understood clearly and is poorly addressed.
- Continued focus on vulnerability and on servicing marginalized groups instead of capacitating and empowering them.
- Limited awareness of gender equality and social inclusion among key government officials
- Interventions are not geared towards addressing structural issues, underlying risk factors, and root causes of inequalities and exclusion.
- Inadequate systems and capacities for systematic collection, analysis and use of sex, age and disability disaggregated data for effective planning, implementation and monitoring of progress.
- Ongoing interventions for gender and social inclusion are uncoordinated and lack strategic direction.
- Limited efforts to build coherence and strengthen coordination between disaster risk reduction, SDGs and climate change planning and implementation.
- Continuation of pre-2015 "business-as-usual" approach; the transformational agenda has not been grasped adequately.
- Accordingly, the scope is limited for achieving Sendai Framework Target "e": "Substantially increase the number of countries with national and local disaster risk reduction strategies by 2020" with the incorporation of gender equality and social inclusion.

5. THE WAY FORWARD

It is essential to look beyond activities and outputs and determine what additional value and impact the current interventions have in achieving gender equality and social inclusion. This involves looking into the linkages among different interventions, in order to:

• Identify strategic directions, objectives and milestones to be reached.

• Influence and model the cumulative impacts of interventions.

• Better coordinate complementarity of actions by different development sectors, governments and stakeholder organizations.

• Identify context-specific interventions to address structural barriers for inclusion.

• Set biennial targets aligned with the Asia Regional Plan (revised at the Asian Ministerial Conference in July 2018).

• Identify the capacities and institutional mechanisms required to move the agenda forward, and the efforts required to build those capacities.

Based on this review, it is recommended that governments, stakeholder organizations and the UNISDR Asia Platform take the following steps to achieve gender equality and social inclusion in disaster risk management and resilience-building:

5.1 Understanding Disaster Risk, Vulnerabilities and Capacities

1. Strengthen understanding of the actions required for an empowerment-based approach to reduce vulnerabilities and increase awareness and capacities among government focal persons and stakeholder organizations on this.

2. Provide a better understanding on what social inclusion is, how to address the key issues of inclusion, and how to approach planning, implementation and monitoring of progress.

3. Develop methodologies/formats for sex, age and disability disaggregated data collection, storage and wider sharing, for coordinated use by government statistical and disaster management institutions.

4. Systematize sex, age and disability disaggregated data collection and update data management systems for effective planning.

5. Develop the ability to analyze sex, age and disability disaggregated data at the key disaster risk management planning institutes, including those relating to the SDGs and climate change.

6. Develop and share good practices and lessons learned on women's empowerment and leadership, and on social inclusion.

5.2 Inclusive Risk Governance

1. Provide and/or increase technical support and guidance to governments for ensuring the incorporation of gender equality and social inclusion in preparing national and local disaster risk reduction strategies (to meet Sendai Framework Target "e" by 2020).

2. Generate and share more information and examples of good practices on social inclusion in the context of disaster risk reduction, focusing on empowerment and capacities of people.

3. Strengthen the capacity of government offices dealing with gender and social inclusion in disaster risk reduction to implement the commitments with required policies and programmes.

4. Strengthen national coordination mechanisms for disaster risk reduction in order to improve coordination among disaster risk management, SDGs and climate change planning and data management, in order to achieve greater coherence in related work on gender and social inclusion.

5. Increase the participation of women and women's organizations in local, national and regional disaster risk reduction coordination bodies, aiming for a minimum of 30 per cent women in decision-making roles.

6. Use Sendai and SDG national monitoring indicators and review systems to make interventions for gender and social inclusion more effective and relevant.

7. Ensure that monitoring indicators cover key aspects of the building of coping capacities and resilience, such as participation, leadership, effective contributions to decision-making, and strengthened livelihoods.

5.3 Strengthening Capacities of Women and At-risk Groups

1. Increase investments to strengthen the capacities of women, women's organizations and other groups at risk and provide them with access to information and productive resources.

2. Use ongoing project interventions to address the root causes and structural barriers that limit women's participation and leadership in disaster risk reduction, and explore new opportunities and mechanisms to achieve this.

3. Establish and/or strengthen institutional mechanisms and platforms that enable women and groups at risk to participate.

4. Systematically increase the participation of women and girls in disaster risk reduction activities at the local level, and replicate existing good practices.

5. Use emergency and post-disaster response operations to engage and empower women and other groups at risk, to build up their experience and capacity based on Build Back Better principles.

6. Give priority to the specific needs of women and girls, including prevention of and response to gender-based violence and sexual and reproductive health, in regional, national and local disaster risk reduction plans, policies and programmes; ensure that such services are available in all emergency responses; and in the process build up the capacity of women and girls.

5.4 Institutional and Coordination Arrangements

1. Seek ways to make the efforts by governments and stakeholder organizations more complementary, and to make more active use of existing institutional coordination mechanisms and partnerships.

2. Increase coordination, technical and financial support and capacity-building efforts to support the conversion of commitments into action. United Nations and stakeholder organizations should pool their limited resources and capacities for joint and targeted programmes to strengthen the capacity of governments and provide institutional support.

3. Make data disaggregated by sex, age and disability available and develop indicators for gender and social inclusion for application in the SDGs and Sendai Framework monitoring systems.

4. Develop joint and scaled-up programming for gender and social inclusion through partnerships, specifically with the governments.

5. Use the UNISDR Asia Partnership and Asian Ministerial Conference platforms more effectively to provide guidance, build technical capacities, obtain commitments and define accountabilities for gender and social inclusion.

6. Revise the Gender Guidance Note with specific suggestions to address the "red flag" issues arising from this progress review, and with reference to the revised Asia Regional Plan. Include a road map with milestones and indicators of progress for gender equality and social inclusion and reach out to governments through the UNISDR Asia Partnership.

APPENDICES

APPENDIX A - QUESTIONNAIRE FOR GOVERNMENTS

Implementation of the Sendai Framework: Gender inclusive Disaster Risk Reduction – Making Asia Regional Plan a Reality

Asian Ministerial Conference for DRR (AMCDRR) held in New Delhi India in November 2016 endorsed the 'Asia Regional Plan for implementing Sendai Framework for DRR', a four-year plan of action. The Regional Plan focuses on supporting reaching the Target e of the Sendai Framework by 2020. AMCDRR further endorsed the 'Guidance note - Gender Inclusion & Women's Empowerment at the Centre of Resilience Building: Operationalising the Asia Regional Plan' in order to ensure gender issues in implementing the Sendai Priorities as called for in the Sendai Framework. (A copy of the Guidance note attached).

The Guidance note was developed through a two-year consultation process by the ISDR Asia Partnership Stakeholder Group on 'Gender and Women's issues in DRR'. The consultation process engaged the governments, NGO s, Civil Society organisations, research and the academia. The Note provides guidance on essential actions to be taken to ensure the integration of gender and diversity issues specifically in the proposed Two-Year Action Plan (2017 – 2018) in the 'Asia Regional Plan for implementation of the Sendai Framework' at local, national and regional levels. In follow up, the national and local governments alike have taken a range of actions for gender integration and women's empowerment in DRR.

The forthcoming AMCDRR to be held in July 2018 in Ulaanbaatar, Mongolia will review the progress made in the plans endorsed in New Delhi in 2016. The Stakeholder Group has undertaken to update the progress on gender integration and propose actions for the 2018-2020 period aligned with the Asia Regional Plan for Sendai Framework implementation.

For this purpose Duryog Nivaran, the lead coordinating organization of the Stakeholder Group together with UNWOMEN and Asian Disaster Preparedness Centre (ADPC) is developing a progress review and a forward planning document as a further guide to gender inclusive planning and implementation of the Sendai Framework in Asia.

The attached questionnaire aims to capture the activities spearheaded by the governments, the achievements made and challenges encountered over 2016-2018 period. We look forward to receive your inputs, kindly send the completed questionnaire no later than 31st March 2018.

Questionnaire for Governments on progress made since AMCDRR November 2016, New Delhi

1. Any activities carried out for gender inclusion in the implementation of the Sendai Framework? If so, what has been done under the following areas:

    a. Data disaggregation

    b. Developing/using Gender Guidelines/approaches

    c. Awareness training

    d. Ensuring specific activities for engaging women in programme planning and implementation

    e. Monitoring progress and indicators

2. Any institutional arrangements made for gender inclusion, such as

    a. Focal point/ Team Leader

    b. Dedicated department/section

    c. Coordination mechanism with other stakeholders

    d. Representation/Agenda item in the national platform

3. Please list expected outputs/outcomes for gender inclusion for the period 2016-2020.

4. What links have you made with gender inclusion towards the SDG and Climate change planning and implementation procedures?

5. Please list any problems and challenges you face in addressing gender inclusion in Sendai framework implementation.

Main reference documents:

- Asia Regional Plan for implementation of Sendai Framework (https://www.unisdr.org/2016/amcdrr/wp-content/uploads/2016/11/FINAL-Asia-Regional-Plan-for-implementation-of-Sendai-Framework-05-November-2016.pdf)

- Guidance note: Gender Inclusion and Women's empowerment at the centre of Resilience Building – Operationalising the Asia Regional Plan

APPENDIX B - QUESTIONNAIRE FOR STAKEHOLDER ORGANIZATIONS

Name of Organisation: ....

Contact person: ....

E-mail: ....

Telephone/Skype: ....

Gender inclusive Disaster Risk Reduction – Making Asia Regional Plan for Implementing Sendai Framework gender inclusive

Questionnaire for stakeholders on progress made since AMCDRR November 2016, New Delhi

AMCDRR held in New Delhi in November 2016 endorsed the Guidance Note 'Gender Inclusion & Women's Empowerment at the Centre of Resilience Building: Operationalising the 'Asia Regional Plan for Implementation of the Sendai Framework for Disaster Risk Reduction'. The Guidance note contained a two year plan of action (2016-18) indicating the responsibilities of the governments and stakeholders.

Below Matrix contains the main activities captured in the Guidance Note as suggested to be carried out by the stakeholders (IGOs, INGOs, NGOs, CBOs, Women's organisations, Networks, Red Cross/ Red Crescent, UN agencies, Donors, Private sector etc.)

Kindly request to provide an analytical summary of the progress and achievements made by your organization against the activities. As you will note the matrix contains a range of activities at the local, national and regional levels. Please update only those relevant to your organization.

Activity	Activities/ projects your organization carried out	What are the specific outputs/ outcomes achieved	Any difficulties/ challenges faced in carrying out the activities
Priority 1- Understanding disaster risk *Local level* Develop methodologies, tools and formats to ensure gender and social inclusion in local level collection of data and analysis of hazard risk vulnerability (HRV)			
Local level Put in place mechanisms to engage organisations representing women and other diverse groups in data collection and HRV Analysis			
National level Develop methodologies, tools and formats for SADDD collection & analysis, i.e., demographic data; historical loss & damage data; vulnerability & capacity (economic status, coping mechanisms, access early warning information, migration patterns etc.);			

National level Train relevant personnel on 1) SADDD collection, National Disaster Loss Data, data management and continuous update, 2) gender and diversity analysis, usage, and application			
Regional Policy and strategic guidance of the regional inter-governmental organisations (IGO) to include gender & social inclusion, with targets and indicators to monitor progress and ensure accountability			
Regional Ensure inclusion of gender and diversity issues in the regional disaster risk assessment guidelines, methodologies and tools.			
Regional Share good practices of gender and diversity inclusion with governments, development partners, and organise inter-agency capacity building programmes on gender analysis of risk assessments.			
Regional Work with/ build capacity of media to enable wider sharing of gender and diversity inclusion in HRV assessments			
Monitoring progress Identify indicators for women's resilience aligned with the indicators for gender inclusion in all global agreements in the national monitoring system for accountability			
Priority 2: Strengthening risk governance			
Local level Strengthen mechanisms at the local level to increase representation of the issues of concern and diverse groups such as women's groups, people with disabilities, minorities, etc. also with a view to expand opportunities for women to assume leadership roles.			
Local level Ensure that the guidelines for integrated implementation of post-2015 frameworks are gender inclusive.			
National level Ensure technical capacity for gender analysis and for integration at the national and local development and DRR planning			
Regional level Develop advocacy/training programmes to increase political will for gender inclusive implementation of the post 2015 frameworks/ governance systems.			
Regional level Ensure that women are more equally represented in fora/workshops, conferences that focuses on DRR and resilience building processes, and in related policy development.			
Monitoring progress Identify accountability mechanisms, targets and indicators for gender inclusion and women's representation in policies, Forums, training and capacity building programmes.			

Monitoring progress Set specific targets, indicators in local/national DRR plans for: 1) extent to which gender considerations are incorporated in national law, policy and legislation, 2) representation of gender issues and active participation of women in decision making; 3) gender inclusive plans and programmes			
Priority 3: Investing in DRR for resilience **Local level** Identify sustainable alternative livelihoods that empower women; and provide opportunities to develop necessary knowledge and skills, and access required resources; e.g. access to vocational training, credit, and appropriate technologies, infrastructure that support alternative livelihoods.			
Local level Enhance women's capabilities to deal with climate risk, utilize women's knowledge and experience in capacity building and training, train agricultural extension workers to provide information and training on climate resilient livelihoods to local men and women.			
National level Explore ways and means, including legal and policy provisions, to improve women's access to productive resources, including land, information, loans/finance at national and local level.			
National level Improve legal literacy to enable women to better access productive resources and services at national and local level.			
National level Invest in capacity building and training for enhancing women's technical and leadership skills through policies and affirmative action.			
National/Regional Level Ensure allocation for gender budgeting in development investments, including health (universal access to sexual and reproductive health-care services), prevention and response to gender-based violence, women's leadership and risk transfer mechanisms for women			
Regional level Document and share knowledge from local, national, and regional best practices of women and men, particularly, at risk groups, that assists adaption to climate change and effective response to disasters through websites, trainings, workshops of IGOs.			
Monitoring progress: Monitor, analyse and report on public/ donor finances allocated to addressing gender inclusion in DRR.			
Monitoring progress Develop accountability indicators for inclusion/ availability of gender budgeting in development programmes.			

Priority 4: Enhance disaster preparedness for effective response and Build Back Better. *Local level* Introduce measures that allow equitable access to resources, participation and shared leadership by women and men so that their specific needs and priorities are understood and addressed			
Local level In local disaster preparedness, response and recovery plan development and implementation, ensure gender concerns are fully integrated across sectors, including provisions for prevention and response to gender-based violence.			
Local level Improve access to micro credit and micro finance to provide more support to women to reduce their personal and community vulnerability to disasters and increase their capacity to reduce their disaster risks for effective response			
National level Introduce appropriate mechanisms to engage women and other diverse groups, to include their skills in preparation/ update disaster preparedness and contingency plans; in design of early warning systems and emergency communications			
National level Ensure women's concerns and issues in access to early warning, response, evacuation, accessible service and referral mechanisms to promote specific needs of women and other at-risk populations (e.g. women's and girls' safety and security measures such as help lines, links to health services).			
National level Carry out gender-sensitive post-disaster needs assessments, based on a gender-based capacity and vulnerability analysis			
National level In the national training/capacity building programmes include disaster managers, planners, decision makers and the private sector and modules on gender issues of disaster preparedness, response and recovery to ensure humanitarian response and post-disaster recovery take affirmative action to address them.			
Regional level Develop and disseminate gender inclusive standards, codes, operational and other instruments through regional networks to ensure better co-ordination in the region.			
Regional level Build the awareness of response and recovery institutions/officials/planners on inclusion of gendered priorities through existing regional programmes.			
Monitoring progress: Monitor humanitarian action and post-disaster recovery and reconstruction programmes that address gender equality and protection issues.			
Any additional notes/remarks you would like to share			

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This review is part of the Gender Stakeholder Group's periodic updates to the United Nations Offce for Disaster Risk Reduction Asia Partnership (IAP).

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