UN WOMEN

Review of
Gender-Responsiveness and Disability-Inclusion in Disaster Risk Reduction in Asia and the Pacific

SEI Stockholm Environment Institute

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ΣmPower
Women for Climate-Resilient Societies

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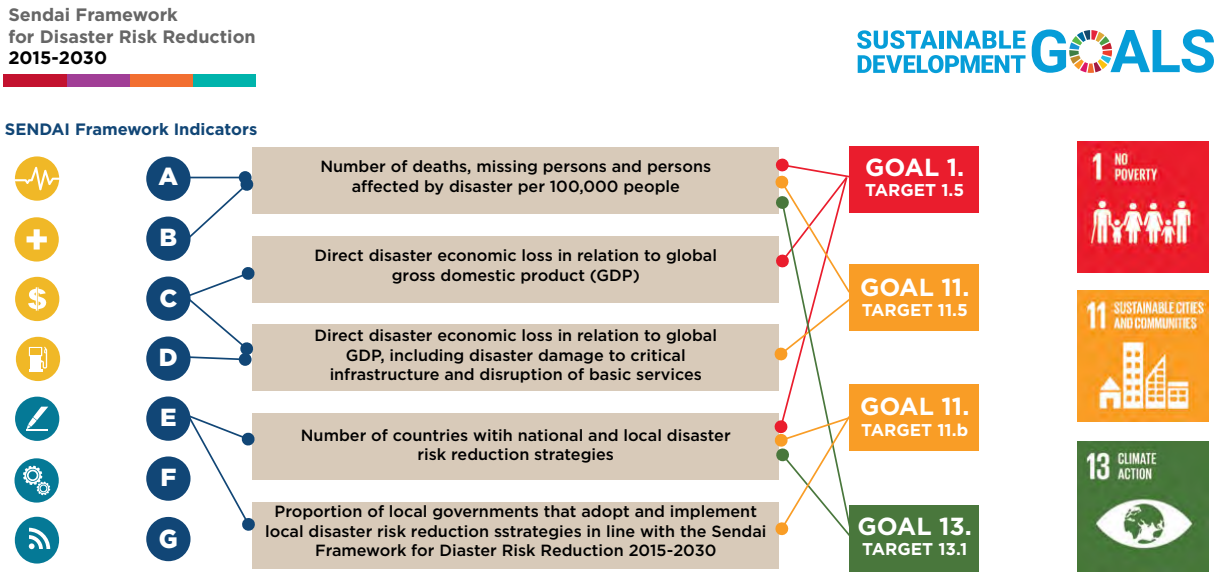
Executive Summary

The Asia-Pacific region is one of the most affected by climate change and related disasters, and the Sendai Framework for Disaster Risk Reduction (2015–2030), aligned with the Sustainable Development Goals (figure 1), is a crucial commitment and tool for progress on disaster risk reduction (DRR). One of the guiding principles of the Sendai Framework is to include a "gender, age, disability and cultural perspective in all policies and practices," as well as to promote women and youth leadership. Notably, the Sendai Framework is one of the first global frameworks that explicitly includes the needs of people with disabilities. To fulfill the pledge of the 2030 Agenda for Sustainable Development to "leave no one behind", it is crucial that national DRR strategies adopt a gender equal and socially inclusive approach to monitoring progress toward the Targets of the Sendai Framework.

The year 2020 not only marks the five-year anniversary of the Sendai Framework, but also the year for the achievement of Target E (substantially increase the number of countries with national and local DRR strategies). The current means of measuring progress against the Sendai Framework include reporting through the Sendai Framework Monitor (SFM), an online database that national statistical offices can use to share sex-, age- and disability-disaggregated data (SADDD) under Target A (substantially reduce global disaster mortality) and Target B (substantially reduce the number of disaster affected people). Despite the importance of SADDD in informing gender responsive and disability inclusive DRR strategies, it remains an optional and largely absent component within the national and local DRR strategies developed under Target E.

Overview of the Sendai Framework targets and linkages with the Sustainable Development Goals



Source: PreventionWeb – Sendai Framework Monitor

Against this backdrop, this report includes an assessment of the extent to which progress towards the targets of the Sendai Framework has been gender responsive and disability inclusive. The guiding research question for the assessment is as follows: **how do selected countries in the Asia-Pacific region identify and address diverse needs of disadvantaged groups, characterized by sex, age and disability, in the context of DRR?** By addressing this question, this report creates a baseline to monitor national and regional progress towards gender equality and social inclusion in DRR.

The review of national DRR strategies and action plans included 26 countries in Asia and the Pacific and captured how they translate international commitments and recommendations into national DRR frameworks. The review followed the four priorities for action of the Sendai Framework, and it used the Hanoi Recommendations for Action on Gender and Disaster Risk Reduction (2016) as a benchmark for approaches to inclusive DRR in national policies.

Under "Priority 1: Understanding disaster risk", the review found some emphasis on SADDD collection in disaster contexts in Asia and the Pacific. However, few national policy documents include commitments to use the data to inform policy and to monitor progress toward inclusive resilience. The commitment to collect and use SADDD is included in many national plans in Asian countries, but it is seldom included in national plans of countries in the Pacific. Meanwhile, most selected countries in Asia and the Pacific have not reported SADDD in SFM and the data that has been entered is very limited. Additionally, despite the general acknowledgment of the need for inclusive DRR, the national policy documents of selected countries in both regions give little attention to the importance of qualitative analysis of social dynamics and the roots causes of vulnerability and unequal distribution of risks. Awareness of the need for qualitative analysis is particularly lacking among the selected Asian countries.

Under "Priority 2: Strengthening disaster risk governance to manage disaster risk", the most common approaches taken by the selected countries are about engaging women in DRR policy formulation and promoting women's leadership. The Pacific countries demonstrate more commitment to increase women's involvement and/or leadership within the formulation and implementation of their DRR strategies, compared to the selected Asian countries. Similarly, the Pacific countries are more aware of disability inclusion in their DRR plans. However, the framing of disability is limited, and the overall lack of commitment to promote the leadership potential of disadvantaged groups, especially for people with disabilities, reflects mindsets that consider them as passive recipients of aid, rather than as capable agents. Additionally, issues of women's safety in disasters are insufficiently addressed in Asia as well as in the Pacific, even though more countries in the Pacific made a commitment to provide protective measures against gender-based violence (GBV). In general, the review found that provisions to invest in DRR for resilience remain largely non gender-responsive or disability inclusive, and only few countries recognize the importance of creating enabling environments for inclusion by raising public awareness and building capacities.

Under "Priority 3: investing in disaster risk reduction for resilience", the most common approach taken in the Asian countries concerns investment in infrastructure. On the contrary, the Pacific countries prioritise supporting women's resilient livelihoods as well as social protection and services. Currently, no progress has been found on how the countries have implemented their commitments in either region.

Under "Priority 4: Enhancing disaster preparedness for effective response, and to «Build Back Better» in recovery, rehabilitation and reconstruction", the most common approach taken by the Asian countries is to raise awareness on the roles, rights and capacities of all social groups in DRR. The

Pacific countries favour both awareness raising and institutionalizing women's leadership in DRR. However, there has been no reported progress on how the countries have implemented their commitments, and the leadership and involvement of people with disabilities is overlooked.

To better understand the enabling factors and barriers to more gender responsive and disability inclusive DRR, five countries were selected for the case studies – Fiji, Mongolia, the Philippines, Vanuatu and Viet Nam. Based on key informant interviews with stakeholders responsible for operationalizing the Sendai Framework and/or championing inclusive DRR in these countries, the case studies identify common challenges and provide recommendations for countries in the region to achieve inclusive DRR. More detailed recommendations, including examples found through this research, are available in Chapter 5.

The review identified main barriers and recommends corresponding actions for inclusive DRR for Asia and Pacific:

Insufficient capacities to mainstream gender equal and socially inclusive DRR, due to a lack of understanding of the root causes of vulnerability. Cultural beliefs and social practices are often the cause of discrimination and marginalization of certain social groups, which also exclude them from DRR planning and activities. While international and regional frameworks on DRR promote the use of SADDD, qualitative analyses are still scarce, but these tools are crucial to understand why some populations are more vulnerable to disasters and how inclusive DRR can address the root causes of their vulnerability. Policies and programmes that are not actively trying to address underlying causes of vulnerability risk reinforcing marginalization and may hinder overall efforts to reduce disaster risk.

- **Improve understanding on the root causes of disaster risk and unequal distribution of impacts and vulnerability, through SADDD and improved capacities for qualitative analyses.** Mixed approaches using quantitative and qualitative data help provide a better understanding of the structural causes of vulnerability and identify entry points to address them through inclusive DRR.
- **Address knowledge gaps on specific vulnerabilities experienced by different social groups.** This entails increasing knowledge and understanding of issues such as GBV, and how different types of disabilities lead to differentiated needs in the context of disaster.
- **Apply an intersectional lens while implementing the Sendai Framework,** which entails avoiding categorizing social groups by single characteristics and recognizing how socioeconomic identities such as gender, wealth, sexual orientation, age, education, caste, ethnicity, disability, and other identities and conditions produce inequalities and exclusions in DRR.

Lack of stable funding for inclusive DRR. Many disaster risk management agencies across countries are underfunded, constraining resources and capacities to push forward issues related to gender equality and social inclusion. Some countries rely on external funding sources, such as international organizations, and although they may adopt inclusive approaches, those efforts tend to end with project cycles.

- **Secure the resources for inclusive DRR through gender-responsive budgeting and mainstream gender equality and social inclusion through dedicated institutions.** By allocating a sufficient proportion of the national budget to promoting gender equality and social inclusion in DRR, countries can plan long-term strategies and invest in building the capacities of their personnel to ensure efficient implementation of inclusive DRR programmes. Involving key state institutions which are responsible for issues around gender equality and social inclusion to take part in DRR committees has also proven to streamline efforts and ensure that no one is left behind.

- **Set up a national monitoring and evaluation mechanism to ensure the implementation of inclusive DRR.** The critical lack of monitoring and evaluation documents makes it difficult to track the implementation of promising commitments to inclusive DRR and evaluate their progress. While some strategies and action plans were developed with the support of international organizations and non-governmental organizations (NGOs) that have their own monitoring and evaluation systems as part of their programmes, governments need to mainstream and adequately resource their own monitoring and evaluation mechanisms for strategies they developed solely.

Lack of coordination between stakeholders. DRR involves a variety of actors, from government agencies, to local NGOs, civil society organizations (CSOs) and grassroots organizations, often with the help of international organizations. Coordination between these actors has been identified as one of the main challenges to inclusive DRR, as each actor has its own agenda determined by either political aims, donor requirements or local interests. Their agendas are implemented using their own protocols and monitoring mechanisms. This can result in overlapping efforts that waste resources and may cause complex realities to be overlooked by actors working in silos instead of considering holistic approaches based on collaboration and grounded in local contexts.

- **Streamline SADDD collection through unified and centralized monitoring platforms and enhance capacities for applying an inclusive lens in data analysis.** Many countries have several databases of disaster data but only a few consistently report their progress to the Sendai Framework Monitor. By centralizing data collection and analysis and establishing focal points to ensure consistent methodologies, these gaps can be addressed and provide crucial information to guide inclusive DRR.
- **Institutionalize multi-stakeholder cooperation at all levels, and bolster resources for local organizations working on gender and social inclusion.** This collaboration can be facilitated by national DRR authorities. Key actors can encourage and facilitate cross-sectoral collaboration to incorporate diverse views and experiences which are more likely to capture the complex reality on the ground and lead to more inclusion in DRR planning and activities.
- **Ensure meaningful participation of various groups, including promoting the agency of women and people with disabilities.** Measures for diversifying participation need to go beyond procedural requirements or counting numbers of target participants. This requires a thorough understanding of the complex needs and experiences of the different groups, which can inform targeted capacity-building activities empowering them to assert their rights. Focusing on building leadership capacities of those who are often marginalized in DRR would allow their meaningful participation and avoid tokenism.

Abbreviations and acronyms

AADMER	ASEAN Agreement on Disaster Management and Emergency Response
ASEAN	Association of Southeast Asian Nations
CBDRM	community-based disaster risk management
CSO	civil society organization
DFAT	Australian Government Department of Foreign Affairs and Trade
DRR	disaster risk reduction
FRDP	Framework for Resilient Development in the Pacific 2017–2030
GBV	gender-based violence
LGBTQ+	lesbian, gay, bisexual, transgender, queer and other people
NGO	non-governmental organization
NSO	national statistical office
SADDD	sex-, age-, and disability-disaggregated data
SEI	Stockholm Environment Intitute
Sida	Swedish International Development Cooperation Agency
SFM	Sendai Framework Monitor
SRDP	Strategy for Climate and Disaster Resilient Development in the Pacific
UN WOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
UNDRR	United Nations Office for Disaster Risk Reduction

CASE STUDIES: ASIA

MONGOLIA

GOM	Government of Mongolia
MLSP	Ministry of Labor and Social Protection of Mongolia
MNFDPO	Mongolian National Federation of Disabled People's Organizations
NCGE	National Committee on Gender Equality
NEMA	National Emergency Management Agency
POM	Parliament of Mongolia

PHILIPPINES

CA	Christian Aid
CCARPH	Coastal Cities at Risk in the Philippines programme
DRRM	Disaster Risk Reduction and Management
NRC	National Resilience Council
OCD	Office of Civil Defence
PCO	Philippines Country Office (UN Women)
PSA	Philippines Statistics Authority
UPV	University of the Philippines, Visayas

VIETNAM

DMPTC	Disaster Management Policy and Technical Center (VNDMA)
DSTIDC	Department of Science, Technology and International Relations (VNDMA)
GSO	General Statistics Office
VCO	Viet Nam Country Office (UN Women)
VNDMA	Vietnam Disaster Management Authority
VWU	Vietnam Women's Union

CASE STUDIES: THE PACIFIC

FIJI

FBOS	Fiji Bureau of Statistics
FIJI MCO	Fiji Multi-Country Office (UN Women)
FWRM	Fiji Women's Rights Movement
MWCPA	Ministry of Women, Children and Poverty Alleviation (Fiji)

VANUATU

SPC	Secretariat of the Pacific Community (Vanuatu)
VDOCC	Vanuatu Department of Climate Change
VNSO	Vanuatu National Statistics Office

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Introduction

The Sendai Framework for Disaster Risk Reduction 2015–2030 is a major agreement endorsed by the United Nations General Assembly that guides the actions of Governments and other actors aiming to reduce disaster risk and build resilience. As the successor of the Hyogo Framework for Action, the Sendai Framework represented a more "people-centered preventive approach to disaster risk." This intention was translated into many guiding principles. For example, guiding principle D states that disaster risk reduction (DRR) "requires empowerment and inclusive, accessible and non-discriminatory participation," particularly of groups who are unequally affected by disasters, principle F states "it is necessary to empower local authorities and local communities…including through resources, incentives and decision-making responsibilities, and principle I states that the local and specific characteristics of disaster risks must be understood to determine measures to reduce disaster risk. The Sendai Framework also features four priorities for action.[1] Priority 4 specifically emphasizes the need to empower "women and persons with disabilities to publicly lead and promote gender equitable and universally accessible response, recovery, rehabilitation and reconstruction approaches".

Along with the 2030 Agenda for Sustainable Development, including its 17 Sustainable Development Goals, and other agreements, including the Paris Agreement on Climate Change and the New Urban Agenda, the Sendai Framework highlights the key role of national governments in translating the framework into country actions and reporting on progress.

The earliest deadline within the Sendai Framework is for Target E (substantially increase the number of countries with national and local risk reduction strategies by 2020). Target E is a key stepping-stone to meet the other targets. To support the achievement of Target E, the United Nations Office for Disaster Risk Reduction (UNDRR) developed the publication, *Words into Action Guidelines: Developing National Disaster Risk Reduction Strategies,*[2] which specifically mentions the need for national DRR strategies to be gender responsive and disability inclusive, in order to fulfill the pledge of the 2030 Agenda to "leave no one behind".

Despite the overarching importance placed on gender awareness on multiple fronts, no measure currently exists to assess whether the DRR strategies developed under the Sendai Framework do indeed meet the specific needs of women and girls and promote their leadership and meaningful engagement. Data collection, monitoring and evaluation are furthermore needed to ensure that the needs of people with disabilities are included in prevention and reconstruction efforts.

The current methods of measuring progress against the principles and priorities of the Sendai Framework consists of national reporting through the online Sendai Framework Monitor (SFM), the global platform for DRR, or through relevant regional DRR platforms. However, although the Sendai

1 The Sendai Framework priorities for action are: (1) understanding disaster risk; (2) strengthening disaster risk governance to manage disaster risk; (3) investing in DRR for resilience; and (4) enhancing disaster preparedness for effective response and to "Build Back Better" in recovery, rehabilitation and reconstruction.

2 See www.undrr.org/publication/words-action-guidelines-developing-national-disaster-risk-reduction-strategies.

Framework acknowledges the importance of considering dimensions of sex, age and disability in realizing inclusive DRR outcomes, disaggregated data collection remains an optional component within SFM. As such, there is a limited scope for achieving Target E with meaningful gender equality and social inclusion measures.

As the year 2020 is both the five-year anniversary of the Sendai Framework and the target year for the achievement of Target E, UN Women initiated a review of the current status of related gender responsive and disability inclusive achievements in the Asia-Pacific region. The review aimed to answer the question: how do the selected countries in Asia and the Pacific identify and address diverse needs of disadvantaged groups, characterized by sex, age and disability, in the context of DRR?

The results of the review of gender responsive and disability inclusive progress toward the targets of the Sendai Framework are presented in this report. The findings of the review offer insights that confirm the relevance of gender responsive and disability inclusive DRR to the four priorities for action of the Sendai Framework. The purpose of this report is threefold. First, it supports national accountability for the fulfillment of gender and disability inclusive commitments made at the global and regional levels by assessing the fulfillment of these commitments. Second, it establishes a baseline for monitoring future progress towards the inclusive achievement of the Sendai Framework targets. Third, it provides actionable recommendations to achieve the Sendai Framework targets in a gender responsive and disability inclusive way.

Methodology

Key concepts

Gender-responsive approach can be defined differently depending on institutions and thematic topics. There is a common understanding that a gender-responsive approach entails proactive actions to promote gender equality that go beyond being "gender-sensitive' and "doing no harm". More specifically, approaches include looking at gender and power relations leading to inequality, discrimination and exclusion, incorporating gender issues and gender-based differences in the design and planning process, and implementing measures to promote equal opportunities and inclusion (FAO, 2016, p. 3), while contesting gender bias (IUCN, 2015).

This report uses the definition of a gender-responsive approach to DRR planning provided by the Food and Agriculture Organization of the United Nations, as it is relevant to the context of DRR policy development and implementation. Therefore, a **gender-responsive approach to DRR planning** ensures that "gender-based differences and [related] issues are considered in the design of the policy, strategy, plan or programme, and gender equality is promoted in its implementation" (FAO, 2016, p. 3).

Similarly, **disability inclusion** or **a disability inclusive approach** can also be interpreted in different degrees, ranging from accepting and engaging with people with disabilities in daily life to creating policies that enable their participation to public life, including access to accommodation, jobs and support systems (CDCP, 2019; Rohwerder, 2015). This report uses the definition of disability inclusion in a development context, as it resonates with inclusive principle stated under the Sendai Framework. As such, the report defines **a disability inclusive approach** as one that ensures "the full participation of people with disabilities as empowered self-advocates in development processes and emergency responses and works to address the barriers which hinder their access and participation" (Al Ju'beh, 2015, p. 48).

Gender equality and social inclusion encapsulates inclusiveness of social groups, especially those who experience the disproportionate effects of disasters due to sex, age and disability. It can be seen as both a means (i.e. participatory and inclusive processes) and an end goal (gender and social equality). This report uses a combination of

gender-responsive and disability inclusive approaches to assess progress toward achieving gender equality and social inclusion in DRR. For example, gender equal and socially inclusive DRR designates policies and actions that embed gender responsive and disability inclusive approaches.

This report considers the gender responsive, disability inclusive and gender equal and socially inclusive approaches as simultaneously specific, intersectional and non-interchangeable.

Methods for reviewing progress towards gender equality and social inclusion in the Sendai Framework

The research team developed a four-step methodology to achieve the objectives of the report, as summarized in figure 1.[3]

Step 1. The research team assessed how gender equality and social inclusion have been framed in international and regional DRR frameworks, statements and recommendations, including practices and actions taken to comply with the Sendai Framework. Through this assessment, the research team identified the most common inclusive approaches in DRR to be used as benchmarks to review national DRR strategies and assess how these approaches are included or overlooked. The benchmarks are aligned with the four priority areas of the Sendai Framework (see Chapter 1, figure 2 for a summary of benchmarks).

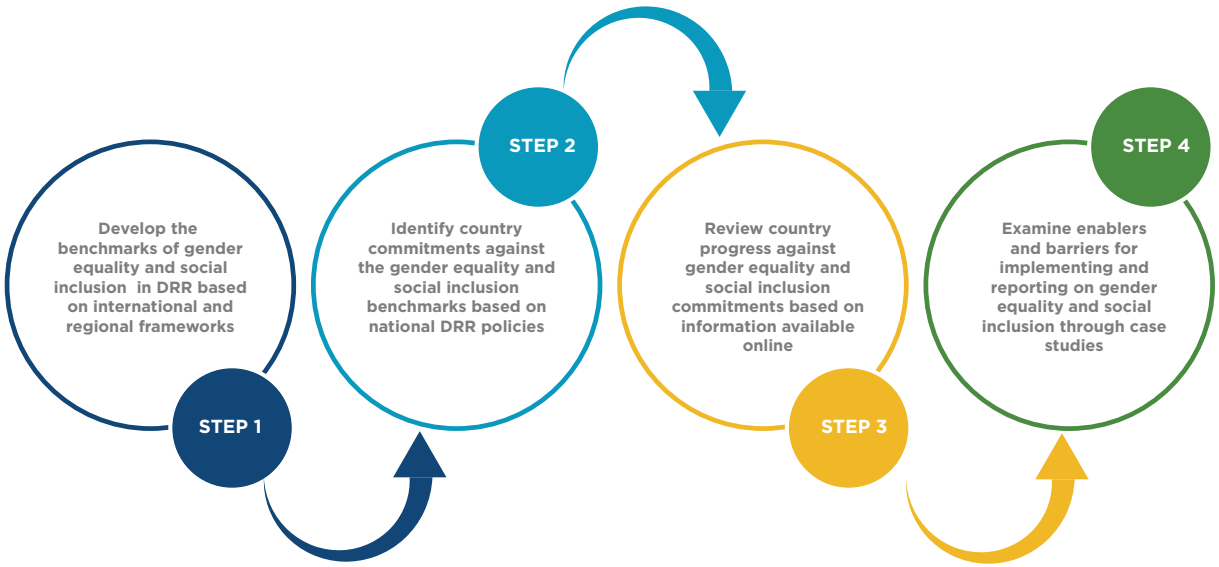
Step 2. The research team used the benchmarks developed under step 1 to review the national DRR strategies and action plans of 26 selected countries in the Asia-Pacific region (see Annex 2), with particular attention to gender responsive or disability inclusive considerations as separate approaches which may be prioritized to different degrees. The data collected through this step revealed patterns of how countries identify and address diverse needs of disadvantaged groups in the context of DRR, and to what extent such groups are integrated into strategies and action plans. The findings of the review established a baseline of commitments in current national DRR documents, which can be used to monitor how the follow-up strategies and action plans will consider these issues in the future.

Step 3. The research team assessed the implementation of commitments to gender equality and social inclusion made in national DRR strategies and action plans, with a particular focus on how countries deliver on Targets A, B and E of the Sendai Framework. Acknowledging that policies are not always translated into practice, the team reviewed monitoring and evaluation documents, when available. This review also included SFM reporting under Targets A and B, and whether countries collect and make use of SADDD. This step established a baseline for monitoring progress towards using DRR strategies, plans and data as tools for more inclusive DRR.

Step 4. Following the overview of country commitments to inclusive DRR, and the assessment of how they implement these commitments, the research team assessed enabling factors and barriers to more inclusive DRR. To do so, the team prepared five case studies from the Asia-Pacific region, looking at Mongolia, the Philippines, Viet Nam in Asia, and Fiji and Vanuatu in the Pacific. Building on the review of these countries' commitments established under steps 2 and 3, the case studies were meant to help understand the enabling and constraining factors for countries to deliver their commitments, as well as the good practices they developed to integrate gender equality and social inclusion into DRR approaches. Based on key informant interviews with stakeholders responsible for operationalizing the Sendai Framework and/or championing inclusive DRR in the five countries, this case studies highlight common challenges and provide recommendations for countries in the region to achieve gender responsive and disability inclusive DRR.

3 As these reports are not consistently available online, they have not been reviewed for this study.

FIGURE 1: Process of assessing progress of delivering commitments to gender equality and social inclusion through the Sendai Framework



Structure of the report

This report has five chapters. Chapter 1 provides a review of commitments to gender equality and social inclusion in international and regional frameworks on DRR. Chapters 2 and 3 cover the assessment of gender equality and social inclusion in Asia and in the Pacific, respectively, based on the review of national DRR strategies and action plans. Chapter 4 includes case studies on five countries: the Philippines, Viet Nam, Mongolia, Vanuatu, and Fiji, to illustrate the barriers and enablers of inclusive DRR. Finally, Chapter 5 concludes the report with recommendations drawn from the analysis of the promising practices identified through the case studies.

Chapter 1.

Approaches to gender equality and social inclusion in international and regional disaster risk reduction frameworks

Gender equality and social inclusion in the literature of disaster risk reduction

Scholars have long criticized the term "natural disasters" as a misnomer, calling into question how 'natural' disasters really are (Chmutina & von Meding, 2019; O'Keefe et al., 1976). Disasters, instead, should be conceptualized as the result of the combination of hazardous climatic events and social and human vulnerabilities, which are exacerbated by economic, social and political processes (IPCC, 2012). Impacts of disasters are disproportionately distributed among communities and individuals depending on their gender, age, disability and other socioeconomic characteristics (ibid). While vulnerability is the key determinant of disaster risk (Ribot, 2014), most research on climate-related vulnerability tends to focus on identifying vulnerable people and seeking solutions rather than explicating the causes of their vulnerability (Bassett & Fogelman, 2013; Ribot, 2014), marginalization and exclusion (Djoudi et al., 2016). Understanding and addressing root causes of vulnerability are key to DRR (MacGregor, 2009). However, it is insufficient to simply attribute vulnerability to poverty, unequal or lack of access to resources, social protection and services or lack of adaptive capacity. A vulnerability analysis should explain the dynamics that shape these conditions in the first place (Ribot, 2014). This includes, for example, examining power relations that determine access to resources, information and opportunities and adaptive capacity (Djoudi et al., 2013; Tschakert, 2012), as well as the ability of vulnerable groups to influence the political economy that shapes their entitlements (Ribot, 2014). For example, the structures that shape vulnerabilities have led to differentiated disaster impacts for people with disabilities, such as higher risk for death, injuries, difficulties during sheltering and increased difficulty to recover post-disaster (Stough & Kang, 2015; Twigg, 2014). In addition, feminist scholars have called attention to the power dynamics of vulnerability, pointing to the problem of treating women often defined through a Western, binary concept, as a homogenous group. By framing 'women' homogenously as either victim or stewards of disaster management (Arora-Jonsson, 2011; Gaillard et al., 2017), this oversimplistic categorization overlooks the critical intersection of gender with other identities such as age, disability, ethnicity and class among others, to produce and reproduce inequalities and exclusions within groups of women (Djoudi & Brockhaus, 2011; Resurrección, 2013). Intersectionality, which is defined as a framework for conceptualizing how various identity aspects of a group or an individual may create differentiated discriminations and privileges, is a critical concept for a nuanced analysis of power and vulnerabilities (Crenshaw, 1989; Lutz, 2015). An intersectional approach ultimately accommodates diverse voices beyond simple social categories (Kaijser & Kronsell, 2014).

Gender equality and social inclusion in international and regional frameworks

This section contains an analysis of how gender equality and social inclusion are promoted in international and regional frameworks and agreements on DRR; and it provides a discussion of whether, or to what extent, they address the root causes of vulnerability and effectively inform DRR measures at all levels.

The international community working on DRR has expressed its firm commitments to promote gender equal and socially inclusive DRR policies and actions through the global framework on DRR adopted at the Third United Nations World Conference on DRR in Sendai, Japan in 2015. The Sendai Framework (2015–2030) emphasizes the need to integrate gender, age, disability and cultural perspectives in all policies and practices, and its guiding principles include empowerment and inclusive, accessible and non-discriminatory participation especially of the poorest and those disproportionately affected by disasters. However, such principles are not consistently translated into the priorities and targets of the Sendai Framework (see box 1 and box 2). Only Priority 4 mentions the inclusion and the leadership role of women and people with disabilities in all phases of DRR. This inconsistency affects the way countries translate commitments to gender equality and social inclusion into their national policies. As a voluntary commitment, the Sendai Framework is not legally binding, which may limit its implementation.

The inconsistent way in which gender equality and social inclusion are included in the Sendai Framework is addressed by the Hanoi Recommendations for Action on Gender and Disaster Risk Reduction, adopted in May 2016 at the Regional Asia-Pacific Conference on Gender and DRR. The Hanoi Recommendations suggest specific approaches and actions for each of the four priorities of the Sendai Framework. Overall, those approaches aim to institutionalize policy development and implementation processes which are informed by and responsive to gender and social problems. It is important to note that the recommended approaches

BOX 1: SENDAI FRAMEWORK PRIORITIES FOR ACTION

PRIORITY 1

Disaster risk management needs to be based on an understanding of disaster risk in all its dimensions of vulnerability, capacity, exposure of persons and assets, hazard characteristics and the environment.

PRIORITY 1

Strengthening disaster risk governance to manage disaster risk: Disaster risk governance at the national, regional and global levels is vital to the management of disaster risk reduction in all sectors and ensuring the coherence of national and local frameworks of laws, regulations and public policies that, by defining roles and responsibilities, guide, encourage and incentivize the public and private sectors to take action and address disaster risk.

PRIORITY 3

Investing in disaster risk reduction for resilience: Public and private investment in disaster risk prevention and reduction through structural and non-structural measures are essential to enhance the economic, social, health and cultural resilience of persons, communities, countries and their assets, as well as the environment. These can be drivers of innovation, growth and job creation. Such measures are cost-effective and instrumental to save lives, prevent and reduce losses and ensure effective recovery and rehabilitation.

PRIORITY 4

Enhancing disaster preparedness for effective response, and to «Build Back Better» in recovery, rehabilitation and reconstruction: Experience indicates that disaster preparedness needs to be strengthened for more effective response and ensure capacities are in place for effective recovery. Disasters have also demonstrated that the recovery, rehabilitation and reconstruction phase, which needs to be prepared ahead of the disaster, is an opportunity to «Build Back Better» through integrating disaster risk reduction measures. Women and persons with disabilities should publicly lead and promote gender-equitable and universally accessible approaches during the response and reconstruction phases.

BOX 2: SENDAI FRAMEWORK INDICATORS WITH DESIRABLE DISAGGREGATION BY SEX, AGE AND DISABILITY, OR THOSE THAT CAN BE USED TO MEASURE PROGRESS TOWARDS GENDER-RESPONSIVENESS AND DISABILITY INCLUSION

TARGET A

Substantially reduce global disaster mortality by 2030, aiming to lower average per 100,000 global mortality between 2020–2030 compared to 2005–2015.

A-2a Number of deaths attributed to disasters

A-3a Number of missing persons attributed to disasters

TARGET B

Substantially reduce the number of affected people globally by 2030, aiming to lower the average global figure per 100,000 between 2020–2030 compared to 2005–2015 B2. Number of injured or ill people attributed to disasters

B3. Number of people whose damaged dwellings were attributed to disasters

B4. Number of people whose destroyed dwellings were attributed to disasters

B5. Number of people whose livelihoods were disrupted or destroyed, attributed to disasters

TARGET E

Substantially increase the number of countries with national and local DRR strategies by 2020.

E1: Number of countries to adopt and implement national DRR strategies in line with the Sendai Framework for Disaster Risk Reduction 2015–2030.

E2: Percentage of local governments that adopt and implement local disaster risk reduction strategies in line with national strategies.

Source: Sendai Framework Monitor.

are interlinked and mutually enforcing. In addition, the Hanoi Recommendations emphasize the crucial need for clear targets and indicators to monitor and enhance accountability towards gender equality and social inclusion. Importantly, the Hanoi Recommendations do not refer to women and girls as homogenous groups, but rather they recognize their multiple and intersecting identities and the "need to ensure recognition is also made of diversity within women and girls (age, disability, ethnicity, migrant status, socio-economic status, sexual orientation and gender identity)" (p. 3). In recognizing these intersecting identities, people with disabilities are understood to be more than a stand-alone social group. The document, however, does not specifically recommend conducting vulnerability assessments or examining root causes of disaster risks. Under Priority 1, it emphasizes the collection of quantitative SADDD on disaster impacts. It also recommends conducting gender analysis of disaster risks but it provides no further guidance on the scope of gender analysis and how it should be used to inform DRR policy.

The Hanoi Recommendations show a sound understanding of intersectionality and promote more inclusive approaches to DRR, however the recommendations are additional to the non-binding Sendai Framework, meaning that countries cannot be held accountable for incorporating inclusive approaches into their national DRR strategies. This shortcoming can be overcome when advocating to governments for more inclusive DRR strategies by supporting the Hanoi Recommendations with the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), which is legally binding. The Convention has been ratified by 187 countries, and General recommendation No. 37 (2018) on the gender-related dimensions of DRR in the context of climate change is the first document adopted by a human rights treaty body that directly and authoritatively interprets how States must integrate international human rights obligations into DRR and climate action. It also highlights the need for SADDD to inform inclusive DRR policies. The reporting mechanism for General recommendation No.

37 consists of initial country reports, followed by reports updated every four years, which are evaluated during a constructive dialogue with the Committee on the Elimination of Discrimination against Women[4].

Asia and the Pacific

In Asia and the Pacific, the importance of promoting inclusive DRR has been increasingly articulated in regional declarations and action plans. For instance, the New Delhi Declaration on Disaster Risk Reduction in Asia and the Pacific 2016 mentioned a people-centred approach and called for the meaningful participation and leadership role of women, children and youth, and people with disabilities. The Ulaanbaatar Declaration in 2018 emphasized the inclusion of disadvantaged groups, such as displaced people, migrants, and poor and marginalized populations, in DRR strategies. Furthermore, it contains a commitment to meeting the needs of women, including responses to GBV and services for sexual and reproductive health. It also pledges to incorporate SADDD in national targets and indicators on disaster management. The two declarations do not account for multiple and intersecting identities of disadvantaged groups, but instead they consider sex, age and disability as the main variables for categorizing social groups.

Asia

According to the Asia Regional Plan for Implementation of the Sendai Framework, for Disaster Risk Reduction, endorsed in 2018 by the Asian Ministerial Conference on Disaster Risk Reduction, the promotion of gender equality and social inclusion at the national level has been simplified as 1) collection and use of quantitative data disaggregated by SADDD and 2) the inclusion of women, youth and people with disabilities in DRR. If the focus on quantitative SADDD causes qualitative gender and social analysis to be neglected, there will be a limited understanding of the unequal exposure to risk and vulnerability of

Photo: UN Women/Vidura Jang Bahadur

different social groups and a reduced ability to address structural causes of inequality. Instead, the promotion of inclusive disaster risk assessment and community-based DRR offer opportunities for disadvantaged groups to voice their needs, based on how they are identified and invited into planning processes.

Besides the Sendai Framework, 10 countries from the Association of Southeast Asian Nations (ASEAN) are also accountable for delivering the ASEAN Agreement on Disaster Management and Emergency Response (AADMER), which has been in force since 2009. However, the AADMER document itself does not mention gender equality and social inclusion. Throughout the document, "community participation" is mentioned once as a measure of disaster prevention and mitigation. Nevertheless, in its first five-year work programme (2010–2015), inclusive DRR is mentioned as one of the guiding principles: the document "recognises the unique needs and potential contributions of various groups of stakeholders, particularly children, women, older people, and people with disabilities, in the processes of disaster risk reduction, response, and recovery and the necessity to

4 As these reports are not consistently available online, they have not been reviewed for this study.

include gender perspectives, human security and social equity issues, and transparency and accountability in the Work Programme implementation and monitoring;" (p. 8). This principle is subsequently translated into Community-based Disaster Risk Management (CBDRM) programmes and gender training components. However, the five-year work programme contains no further reference to the diverse needs and contributions of those social groups, and it risks homogenizing them into one single group, namely "local communities".In the second phase of the AADMER work programme (2016–2020), members of ASEAN are seeking more coherence with the Sendai Framework. The work programme particularly focuses on promoting youth leadership, especially of young women and girls, as outlined in "Priority Programme 3: Advance – A Disaster Resilient and Climate Adaptive ASEAN Community". ASEAN is developing the next iteration of the work programme.


Photo: UN Women/Marc Dozier

The Pacific

In the Pacific region, the key document on climate change and DRR in addition to the Sendai Framework is the Framework for Resilient Development in the Pacific 2017–2030 (FRDP). The FRDP puts forward two main approaches for gender equality and social inclusion in planning and implementing DRR activities: equitable participation of women and men; and "prioritizing the needs and respecting the rights of the most vulnerable groups" (p. 6). Similar to the declarations of the Asia region, the FRDP refers to sex, age and disability as distinct identities, as mentioned in the FRDP: "Some people may be more vulnerable, including for example, women, children, older persons and people with physical and mental disabilities, experience disparate impacts in situations of disaster and emergency" (p. 8). The FRDP emphasizes the role of government agencies in creating enabling conditions, such as conducting gender analysis to inform gender-responsive decision-making systems, decentralized DRR planning to accommodate the representations of vulnerable groups, and the role of civil society and communities in leading gender responsive DRR activities as well as building capacity to engage in policy development. Notably, the FRDP focuses on SADDD collection, but broadly indicates the need for conducting gender analysis to inform policymaking and planning processes. This approach welcomes more qualitative social and gender analysis that enables the understanding of root causes of unequal vulnerability – which is one of the purposes of the FRDP.

In summary, gender equality and social inclusion have become more visible in the international and regional frameworks on DRR. However, while the Hanoi Recommendations suggested multiple and interlinked approaches to examine and address gender equality and social inclusion in DRR, only a few have been taken up, which centre around inclusion of needs, participatory processes and women's leadership. While there is no denial of the importance of those approaches, there is no mention or acknowledgement of cultural, social and gender norms that constrain women and disadvantaged groups from active and meaningful participation in public decision-making. In addition, there is a lack of elaborated measures for accountability,

including effective monitoring and evaluation systems, to ensure the commitments have been delivered. The intersectional perspective that highlights multiple identities by sex, age and disability among others, introduced in the Hanoi Recommendations, has been translated to distinct and separate social categories (such as women, youth and people with disabilities). These categories risk masking the complex and diverse experiences and needs of different groups, for example, based on age, ability or disability, ethnic minority status, or gender and class issues among youth and people with disabilities. More importantly, the approaches to understand inequality in disaster risks are limited to identifying differentiated impacts experienced by different social groups.

Figure 2 presents benchmarks for reviewing performance on inclusive DRR, which are consolidated from international and regional frameworks on DRR. These benchmarks are categorized according to the four priorities of the Sendai Framework.

FIGURE 2: Benchmarks for reviewing performance on gender equal and socially inclusive DRR

Chapter 2.

Assessing the state of inclusive disaster risk reduction in Asia

This chapter provides the analysis of national DRR frameworks and action plans in Asia based on the benchmarks consolidated from international and regional frameworks on DRR (see Chapter 1, figure 2). The review assessed the most up-to-date national documents, reports and data that were available in English and online from 14 selected countries in Asia: Afghanistan, Bangladesh, Bhutan, India, Japan, Maldives, Mongolia, Myanmar, Nepal, Pakistan, Philippines, Sri Lanka, Thailand and Viet Nam. It included governmental websites and knowledge platforms for DRR, and more details on selection criteria and the list of documents reviewed are provided in Annex 2.

The results also include information from interviews with key informants in selected countries. Due to the limitations of the data sources, the results might not capture all of the progress countries under review have made in delivering on commitments to inclusive DRR.

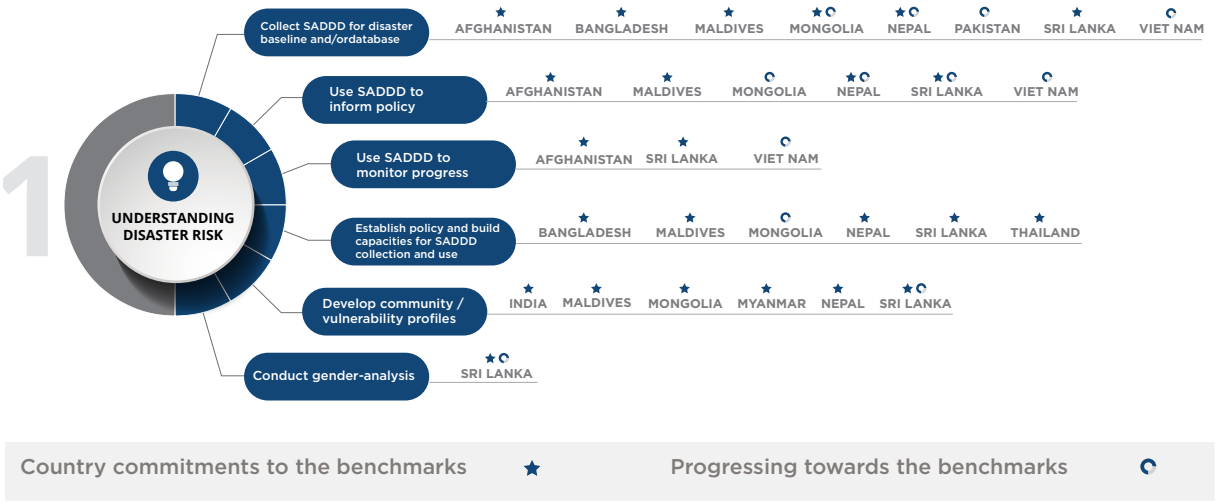
The results are presented in two parts, according to each of the four priorities of the Sendai Framework (see Chapter 1, box 1). The first part examines whether and how gender equality and social inclusion are integrated into the national DRR strategies and plans of the selected countries in Asia (figures 3–6). The second part reports on national progress in implementing inclusive approaches, particularly under Targets A, B and E of the Sendai Framework (see Chapter 1, box 2).

Priority 1: Understanding disaster risk

Information gaps related to sex, age and disabilities restrict critical decision-making in all phases of DRR (Mazurana et al., 2013). When properly collected, analysed and used, SADDD can enable operational agencies to design assistance and programming that are more specific to particular needs. In the context of the Targets of the Sendai Framework, the collection of SADDD can help inform policy development and monitor progress towards promoting gender equality and social inclusion in building resilience.

Figure 3 shows an overview of the identified commitments to mainstreaming gender equality and social inclusion under Priority 1. According to the review, in cases where gender equality and social inclusion have been mentioned, national-level agendas remain largely focused on the collection of SADDD. This is crucial because in order to properly understand and address different vulnerabilities and needs, it is imperative to have information on different segments of society. Even so, only six countries have committed to collecting and establishing SADDD in disasters: Afghanistan, Bangladesh, Maldives, Mongolia, Nepal and Sri Lanka. Furthermore, commitment to develop community and/or vulnerability profiles and conduct gender assessments remains low,

FIGURE 3: Assessment of national commitments in Asia against "Priority 1: Understanding disaster risk"



with only six countries committing to either of these analyses, which may reflect insufficient efforts to understand various forms of vulnerability as well as disaster impacts on different social groups at the national level. Less attention is given to qualitative analyses that aim to examine social dynamics and root causes of vulnerability that result in an unequal distribution of risks. For example, Sri Lanka is the only country whose plan mentions the need to conduct gender analysis for DRR planning. While a gender analysis does not necessarily promise a sufficient investigation of existing inequalities, it serves as a crucial first step to identify gendered effects of disasters and disaster response. Thus, the overall lack of priority of investigating causes of inequalities, through steps such as integrating gender analysis in DRR planning, may have negative implications for the development of comprehensive policy measures to address inclusive DRR and resilience building.

State of implementation of existing plans in delivering commitments to gender equality and social inclusion

The delivery of inclusive commitments under Priority 1 is captured by Targets A and B of the Sendai Framework. The UNDRR has an online platform for monitoring national progress toward the Targets of the Sendai Framework, called SFM, and the review included how SADDD are presented in the database. While all the selected countries are present in SFM, only Pakistan has any disaggregated data. Pakistan provided sex-disaggregated data in 2018 on the number of deaths for Target A-2a and the number of injured people for Target B2. The SFM did not have any disaggregated data for other countries on any of the Targets analysed (A-2a, A-3a, B2, B3, B4). Five countries – Afghanistan, Bangladesh, India, Thailand and Viet Nam – have no data at all in SFM.

Despite the data gap in SFM, some countries have made efforts to collect disaggregated data on disaster casualties. For example, Nepal reported sex-disaggregated mortality data by disaster for the period 2017–2018 in the Nepal Disaster Report (2019). According to the report, Nepal set up a mechanism for updating data on disaster loss and damage, response and recovery; and is developing a live and interactive disaster information management system. However, the report does not mention whether the system will include SADDD. Similarly, Sri Lanka began to develop a national database on disaster loss and damage which is intended to include SADDD in 2018. To support the development of community vulnerability profiles, Sri Lanka

launched the Disaster Risk Information Platform, a data portal on hazard maps. It is also developing a vulnerability database to monitor disaster impacts (UNDRR, 2019c). However, the review found no information on whether Sri Lanka intends to use SADDD as vulnerability parameters. Myanmar has created the Myanmar Disaster Loss and Damage database which is hosted by the Department of Disaster Management in partnership with the United Nations Development Programme (UNDP). The database can filter disaster data on deaths, injuries, missing people, victims, relocated people and evacuated people by sex (but not by disability). However, national documents from Myanmar do not commit to the collection of SADDD, thus no disaggregated data are available in its Disaster Loss and Damage database.

In-depth interviews with national actors working on DRR in Mongolia and Viet Nam revealed that the two countries are taking steps to develop national databases on disaster management, including strengthening legal framework and capacity development in the collection and use of SADDD in disaster responses and DRR planning. It is worth noting that in Viet Nam, progress has been made despite the lack of articulations on gender equality and social inclusion in its national law and strategy on natural disaster management (see more details in Chapter 4).

Priority 2: Strengthen disaster risk governance to manage disaster risk

Figure 4 shows that the most common approach to gender equality and social inclusion under Priority 2 concerns "consulting" and/or "involving" women and people with disabilities in developing DRR policy and plan at the national and local levels. While these two terms are sometimes used interchangeably in national documents, the review assessed them according to the understanding of "consulting" as increasing the presence of women and/or people with disabilities in relevant meetings and events, and "involving" as incorporating the voices of women/and or people with disabilities into activities such as drafting policy action.

FIGURE 4: Assessment of national commitments in Asia against "Priority 2: Strengthen disaster risk governance to manage disaster risk"

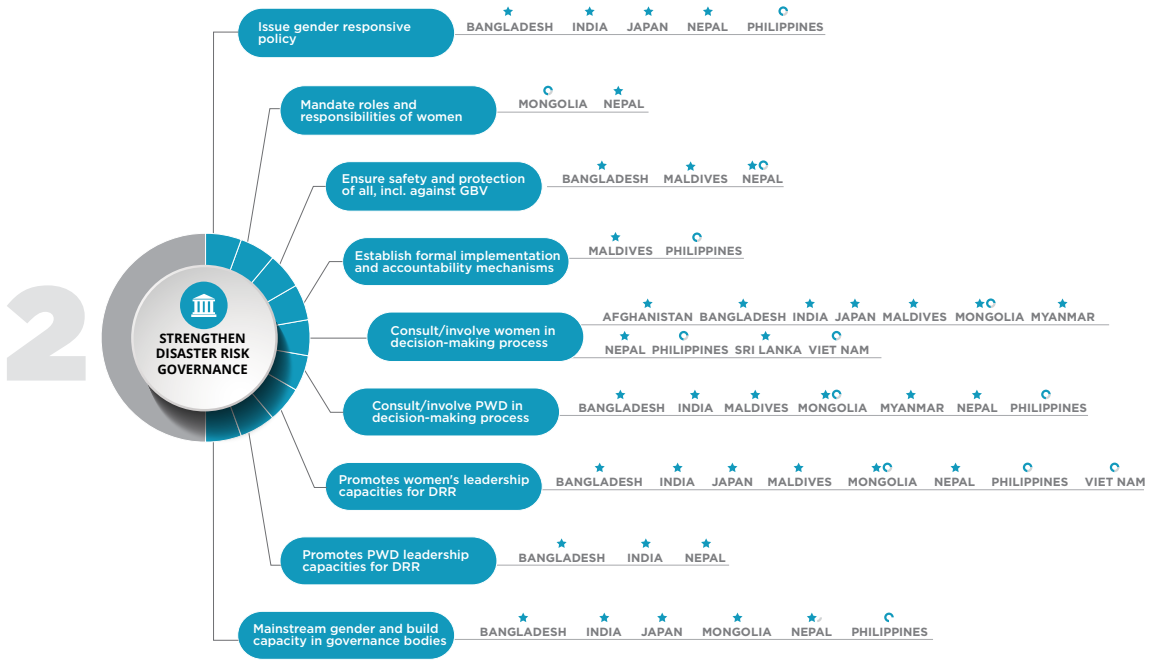



Photo: UN Women/Vidura Jang Bahadur

However, despite some recognition of the importance of equitable participation in decision-making processes, such commitments have been generally weak. For example, the DRR National Strategic Plan of Action (2018–2030) of Nepal indicates that DRR and management should include "empowerment and inclusive, accessible and non-discriminatory participation . . . A gender, age, disability and cultural perspective shall be integrated in all policies and practices, and women and youth leadership shall be promoted" (2018, p. 30). However, no corresponding implementation or activity plan that outlines how this goal may be achieved is included in the document. Similarly, Nepal has the National Strategy for Disaster Risk Management, which lists strategic activities for disaster risk management, including the need to ensure the participation of "women and disadvantaged groups" in policy formulation and implementation processes for activities such as search and rescue missions, damage assessments and needs analyses (2009, p. 73). No further action plan outlined how these objectivities could be achieved. Thus, while the intention to increase women's roles in disaster risk governance exists in some documents, these intentions have mostly remained generic.

The intention to increase women's roles in disaster risk governance is a more visible concern than the integration of people with disabilities: while nine countries have committed to consulting or involving women in DRR decision-making process, only six mention the same commitments for people with disabilities (figure 4). Apart from the national documents of Bangladesh, India and Nepal, which mentioned the need to promote leadership capacities of people with disabilities, national documents did not include concrete plans of action to mainstream disability awareness or integrate people with disabilities into decision-making structures. Thus, when it comes to promoting inclusive DRR governance, people with disabilities are sidelined to a greater extent than women are.

Despite evidence of the increased prevalence of GBV in the aftermath of disasters (IFRC, 2015; Khan, 2016; Huong T. Nguyen & Rydstrom, 2018; Huong Thu Nguyen, 2019) national documents of the selected Asian countries do not acknowledge women's safety in disaster contexts. Only the documents from India had a comprehensive framing of gender-based vulnerabilities (including GBV). The National Disaster Management Plan of India explicitly states how disaster risk is amplified by pre-existing social vulnerabilities and socioeconomic stress:

> ***"[Gendered] attributes, opportunities and relationships are socially constructed, learned, and changeable over time. Gendered disadvantages – unequal access to resources, legal protection, decision making and power, their reproductive burden and their vulnerability to violence consistently render women more vulnerable than men to the impacts of disasters"***
>
> (NDMA, 2019, p. 74)

By explicitly addressing the complex dynamics, including cultural forces, that shape gender concerns in DRR, the National Disaster Management Plan connects the dots between vulnerabilities and structural forces. While this does not automatically promise proactive implementation or more equitable planning outcomes, it demonstrates a promising first step.

Plans for gender mainstreaming and related capacity-building efforts within governance bodies have been issued by five Asian countries: Bangladesh, India, Japan, Mongolia and Nepal. The White Paper on Disaster Management in Japan (2018) indicates that the Cabinet Office for DRR has consolidated lessons from Guidelines for Disaster Planning, Response, and Reconstruction from a Gender-Equality Perspective (2013), which was developed after the Great East Japan Earthquake. Local governments use the consolidated lessons to integrate a gender-equal approach to DRR, such as increasing the number of female representatives in the Local Disaster Management Council and undertaking initiatives aiming to reflect gender-equal perspectives (GEB, 2013, p. 59). In addition, India established a "Responsibility Framework" that assigned related state agencies to promote social inclusion within sub-themes such as gender, scheduled castes and tribes, children, older people and people with disabilities (NDMA, 2019, pp. 83–88).

State of implementation of existing plans in delivering commitments to gender equality and social inclusion

The Sendai Framework does not recommend indicators for inclusive process at the international level. Instead, it suggests that countries should develop their own targets and indicators for inclusive processes and record their progress in national reports (UNISDR, 2017). Therefore, the review included progress and/or monitoring documents related to DRR programmes at the national level. The search for those documents was systematic and consistent across all the selected countries. This was done by first identifying duty bearers for monitoring and reporting on the results of DRR strategies and action plans, as mentioned in the monitoring, evaluation, learning and reporting sections of these documents. Once the duty bearers had been identified, a web search of the responsible administration was conducted to locate progress monitoring reports on the implementation of the DRR strategies and action plans. The search also included documents that report on national DRR-related progress.

The desk review found no reports in English that corresponded to DRR strategies and action plans in the 14 selected countries. Maldives is rolling out a CBDRM framework which aims to integrate DRR into local development. The core of framework is participatory risk assessment to identify the needs of the most vulnerable groups (UNDRR, 2019b). However, there is no further elaboration of who are considered the most vulnerable, or how to identify them; neither is progress reported on how Maldives has delivered its commitment to engage women and people with disabilities in DRR processes.

The lack of national documentation on DRR implementation does not always imply inaction in promoting inclusive DRR. The case studies conducted in Mongolia, the Philippines and Viet Nam suggested that they are currently working towards some of the benchmarks (as represented by half-circles in figure 4), even though their national DRR frameworks lack clear commitments to these goals. There may be similar situations in other countries, therefore the results need to be interpreted carefully.

Interviews with some agencies and organizations working on DRR in Mongolia, the Philippines and Viet Nam have provided evidence of initiatives to promote diverse voices, representation and leadership in DRR policy development and planning at the national and local levels (see Chapter 4 for more details). Mongolia invited women's representatives to the National Forum on DRR to discuss measures for reducing women's mortality rate and increasing the capacity of women and PWD in DRR. Their recommendations have been submitted to the Prime Minister for considerations. In the Philippines and Viet Nam, national women's

machineries, i.e. the Philippine Commission on Women (PCW) and the Vietnam Women's Union (VWU) have become the members of disaster management committees at the national and subnational DRR level, supposedly representing women's voices in DRR planning and implementation. Furthermore, the Philippines recently established the Women in Emergency Network, which aims to promote gender-responsive community resilience building efforts led by women.

Mongolia and Viet Nam have been implementing CBDRM programmes for years to promote inclusive DRR planning and implementation. Viet Nam, for instance, has been implementing this approach since the early 2000s but there is no systematic reporting mechanism in place at the national level to capture its progress and success.

Institutionalized gender mainstreaming in government bodies is the key approach in Philippines. The Office of Civil Defence (OCD), the DRR coordinating agency at the national and local levels, has allocated budget for gender-related activities, assigned gender focal points, incorporating gender considerations in its operational guidelines and procedures, as well as providing training on community-based DRR customized for specific groups, i.e. women, older people and people with disabilities.

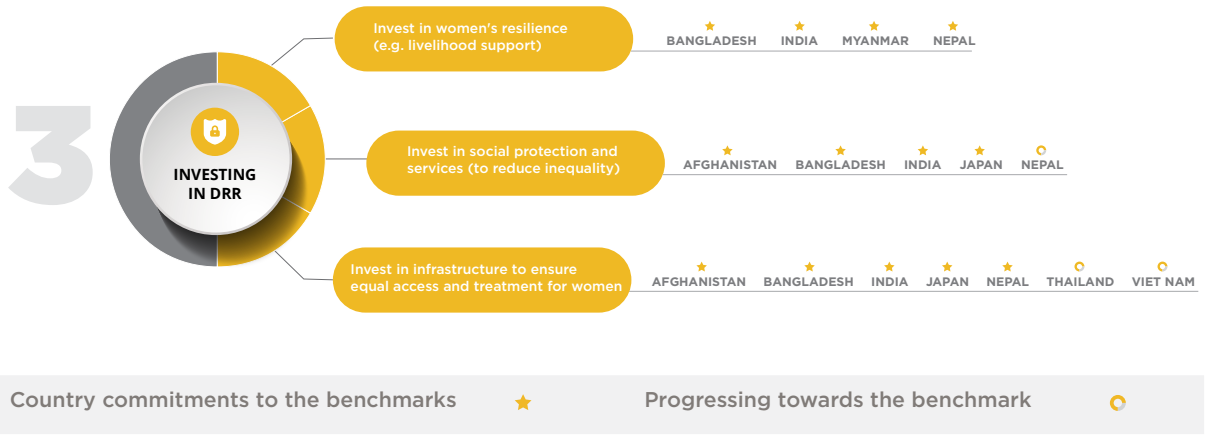
Nepal and Sri Lanka have each published progress reports, although Sri Lanka did not report progress towards inclusive DRR under Priority 2. According to the Nepal Disaster Report (2019), the country is making progress toward developing local DRR strategies, such as setting up local disaster management committees and funds, formulating guidelines, standards and action plans on disaster response, relief and recovery and so on. The report did not mention processes of developing local DRR strategies, but it recommends that "further targeted efforts should focus on the empowerment of children, women, senior citizens and people with disabilities and strengthen the capacities of the stakeholders for participatory approaches in planning, preparedness, response and rehabilitation" (MOHA, 2019, p. 41). Therefore, Nepal still needs to develop the capacity for inclusive processes for DRR planning and implementation. Despite this, the country has made remarkable progress in offering GBV-related support to women in disaster-prone areas, under the leadership of the Ministry of Women, Children and Senior Citizens. This includes conducting rapid needs assessments in floods, establishing One Stop Crisis Management Centres, distributing post-rape treatment kits as well as offering female-friendly services on counselling, awareness raising on GBV and safe shelters (ibid).

Priority 3: Investing in disaster risk reduction for resilience

The recommended approaches for gender equality and social inclusion under Priority 3 encompass investments in women's resilience (such as livelihood support), investments in social protection and services such as primary health care and reproductive health services and investments in accessible public and private infrastructure. These approaches intend to tackle multidimensional poverty of disadvantaged groups, particularly women. However, the reviewed documents did not mention investments to support the resilience of people with disabilities, highlighting a key gap in national efforts for inclusive DRR.

Figure 5 shows that the national documents of almost half of the selected countries do not mention specific investments in DRR to reduce vulnerability and increase community resilience. Furthermore, only Bangladesh and India follow all three of the commitment areas under Priority 3. Some countries, such as Afghanistan and Japan, only mention investments in social security and infrastructure, while leaving out livelihood support even though it is crucial for women and people with disabilities to recover from disasters. The approach of investing in livelihood support only in disaster recovery does not indicate proactiveness in addressing existing vulnerabilities and building community resilience before a disaster hits. Social protection and equal access to public

FIGURE 5: Assessment of national commitments in Asia against "Priority 3: Investing in disaster risk reduction for resilience"



and private infrastructure would help reduce the daily discrimination against women and people with disabilities, and it would increase their ability to be more resilient in times of crisis.

State of implementation of existing plans in delivering commitments to gender equality and social inclusion

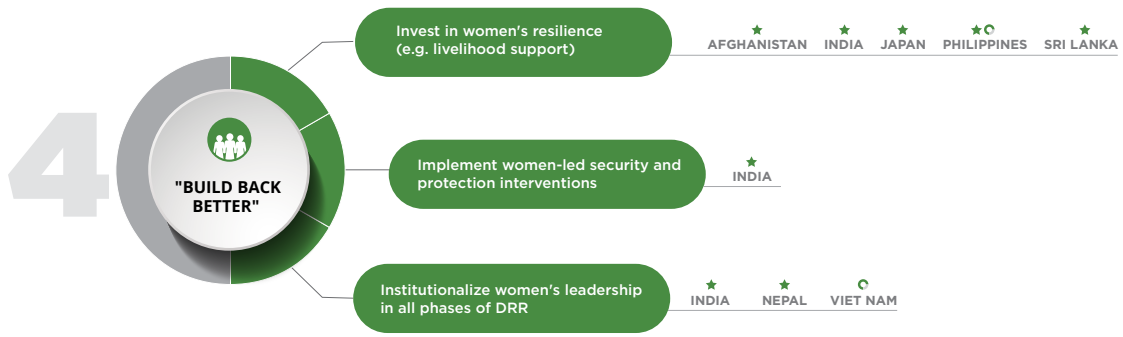
The desk review found documents from only Nepal and Viet Nam on the delivery of inclusive DRR under Priority 3. Even though Nepal does show a commitment to the approach of "invest[ing] in social protection and services (to reduce inequality)" in its DRR plan, the country has prioritized delivering health and nutrition services in flood-impacted areas. This includes the distribution of Vitamin A supplementation for children under age 5, treatment of severe malnutrition, provision of breast-feeding counselling, complementary feeding and iron and folic acid tablets for pregnant and lactating women through the national Targeted Supplementary Feeding Program (Nepal Disaster Report, 2019). In Viet Nam, "investing in women's resilience", similar to the other inclusive approaches, is not an official approach. Nevertheless, in 2010 VWU piloted a small project that funded women's climate-resilient livelihood activities, among others. The project aimed to contest gender roles and stereotypes in disaster management.

Priority 4: Enhancing disaster preparedness for effective response and to "Build Back Better" in recovery, rehabilitation and reconstruction

The recommended approaches for gender equality and social inclusion under Priority 4 focus on promoting women-led security and protective measures and institutionalizing diverse leadership in disaster response, recovery, rehabilitation and reconstruction.

Figure 6 shows that only five countries stated a commitment to investing in women's resilience in disasters. In Sri Lanka, this includes institutionalizing women-centred disaster risk management mechanisms into the budgeting of capacity-building activities (Mazurana et al., 2013). In the Philippines, this includes conducting a special training programme for women, youth and local community residents on the application of DRR knowledge (NDCC, 2009, p. 60). However, across the countries, fewer commitments have been made to promoting women's leadership in protective measures and DRR implementation. Only two of the selected Asian countries, India and Nepal, aim to institutionalize women's leadership in DRR implementation, and only India has noted

FIGURE 6: Assessment of national commitments in Asia against "Priority 3: Investing in disaster risk reduction for resilience"



the need to implement women-led security and protection interventions. There were no national commitments to encourage the leadership role of people with disabilities in country-level DRR.

Low commitment to promote the leadership role of diverse groups reflects the mindset that people with disabilities and women are passive recipients of disaster relief efforts, rather than active agents who can participate in fulfilling their own needs, rights and roles in DRR.

State of implementation of existing plans in delivering commitments to gender equality and social inclusion

The review found no progress related to gender equal and socially inclusive DRR under Priority 4 in 11 of the selected countries. Interviews with key informants in the Philippines found that non-state actors play an important role in increasing awareness about the roles, rights and capacities of local groups in DRR. The non-governmental organization (NGO) Christian Aid has promoted science-based DRR by facilitating exchanges between policymakers, scientists and local communities on causes of disasters, disaster risk analyses for policymaking and community actions. However, some social groups such as non-binary, older people and people with disabilities remain marginalized in DRR planning. In Viet Nam, women's engagement in DRR has been institutionalized through the guideline on gender mainstreaming in CBDRM. The guideline sets quotas for women's participation in assessment teams (30 per cent) and consultation and planning meetings (50 per cent). The guideline also requires the representation of other social groups and focus group meetings for groups, such as older people, people with disabilities and children; and requires that their specific needs and priorities are incorporated into CBDRM plans. Nevertheless, not much effort had been made to ensure the representation of people with disabilities in DRR planning.

The absence of national documents on DRR implementation points to a critical gap: there is a lack of centralized monitoring and evaluation systems to track progress towards delivering DRR and related commitments to gender equality and social inclusion, although nearly all the reviewed frameworks and policies indicated the intention to create such a system. A monitoring and evaluation system could be separate from or integrated into a national database on disaster management that many countries are pursuing. Besides monitoring progress in numbers, the system should capture qualitative results, good practices, challenges and lessons learned, which are particularly important

for reporting on progress towards gender equality and social inclusion. For example, the membership of VWU in the male-dominated and technocentric disaster management committees in Viet Nam is the result of their efforts to contest gender stereotypes in disaster management. Despite having a seat on these committees, VWU still has little influence over DRR planning processes at the national level and the CBDRM planning at the local level. Such challenges, if documented systematically, would prompt questions regarding the quality of inclusive processes and quantitative results of DRR policies and interventions (see more details in Chapter 4).

Photo: UN Women/Nguyen Ngoc Hai

Chapter 3.

Assessing the state of inclusive disaster risk reduction in the Pacific

This chapter provides the analysis of national DRR frameworks and action plans in the Pacific based on the proposed benchmarks consolidated from international and regional frameworks on DRR (see Chapter 1, figure 2). The review assessed the most up-to-date documents, reports and data that were available in English and online from 12 selected countries in the Pacific: Australia, Fiji, Kiribati, Marshall Islands, Micronesia, Nauru, New Zealand, Papua New Guinea, Samoa, Solomon Islands, Tonga and Vanuatu. It included governmental websites and knowledge platforms for DRR, and more details on selection criteria and the list of reviewed documents are provided in Annex 2.

The results also include information from interviews with key informants in selected countries. Due to the limitation of the data sources, the results might not capture all of the progress countries under review have made in delivering inclusive commitments in DRR.

The results are presented in two parts, according to each of the four priorities of the Sendai Framework (see Chapter 1, box 1). The first part examines whether and how gender equality and social inclusion are integrated into the national DRR strategies and plans of the selected countries in the Pacific (figures 7–10). The second part reports on national progress in implementing inclusive approaches, particularly under Targets A, B and E of the Sendai Framework (see Chapter 1, box 2).

Priority 1: Understanding disaster risk

To properly understand and address different vulnerabilities and needs, it is imperative to have information on different segments of society. Information gaps related to sex, age and disabilities restrict critical decision-making in all phases of DRR (Mazurana et al., 2013). When properly collected, analysed and used, SADDD can enable operational agencies to design assistance and programming that are more specific to particular needs. In the context of the Targets of the Sendai Framework, the collection of SADDD can help inform policy development, as well as to monitor progress towards promoting inclusive resilience building.

FIGURE 7: Assessment of national commitments in the Pacific against "Priority 1: Understanding disaster risk"

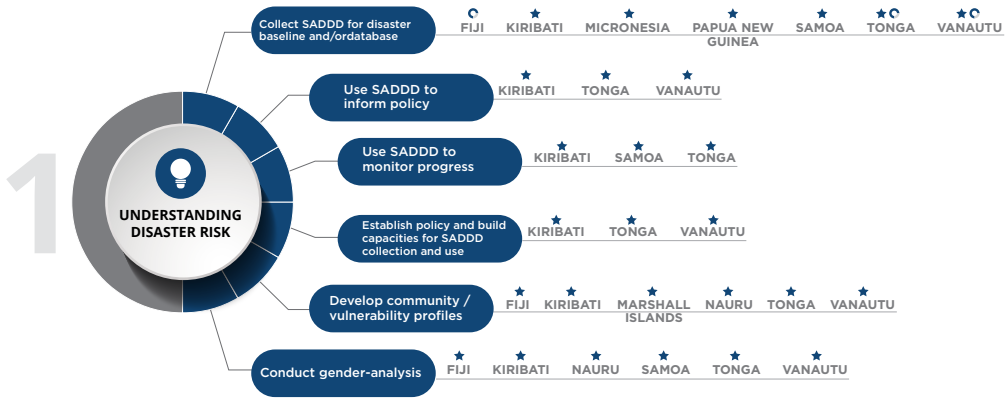


Figure 7 shows an overview of the identified commitments to mainstream gender equality and social inclusion under Priority 1. According to the review, in cases where gender equality and social inclusion have been mentioned, national-level agendas remains largely focused on the collection of SADDD. Even so, only six of the selected countries have committed to collecting and establishing SADDD in disasters: Kiribati, Micronesia, Papua New Guinea, Samoa, Tonga and Vanuatu. This overview indicates that while there are existing efforts to collect SADDD in the Pacific, it has not become a common practice. Seven of the selected countries in the Pacific made commitments to develop community and/or vulnerability profiles and to conduct gender assessments. Some countries, such as Kiribati, Tonga, Samoa and Vanuatu, use a combination of both quantitative and qualitative data to inform DRR planning and response. These mixed approaches can reveal disproportionated impacts of disasters and structural causes of problems. It is interesting to note that Fiji, Marshall Islands and Nauru only commit to qualitative assessments through community profiles and gender analysis, which aim to examine social dynamics and root causes of vulnerability resulting in unequal distribution of risks, but the results cannot be reported in SFM.

State of implementation of existing plans in delivering commitments to gender equality and social inclusion

The delivery of commitments to inclusive DRR under Priority 1 is captured by Targets A and B of the Sendai Framework. The review considered SFM, the online platform of UNDRR for monitoring country progress toward the Targets of the Sendai Framework. While all the selected countries were present in SFM, none had any disaggregated data for the Targets analysed (A-2a, A-3a, B2, B3, B4), and 8 of the 12 selected countries had no data at all. These were Kiribati, Marshall Islands, Micronesia, Nauru, Papua New Guinea, Samoa, Solomon Islands and Vanuatu.

Despite the data gap in SFM, some countries have made efforts to collect disaggregated data on disaster casualties. For example, Fiji has been collecting disaggregated data, though inconsistently, to feed into GeoNode, its centralized platform for managing risk information. It houses data on physical risks, climate and topography (UNDRR, 2019d). Micronesia reported collecting casualty data disaggregated by sex and age but not by disability (PreventionWeb, 2017b), while Tonga has collected SADDD on casualty (A-2a, A-3a, B2) as well as on the number of people whose dwellings and livelihoods were affected by disasters (B3, B4 and B5) (PreventionWeb,

2017a). Vanuatu, with support from the Global Programme on Women's Disaster Resilience to Disasters (WRD), has collected and analysed SADDD, however, the efforts are sporadic.

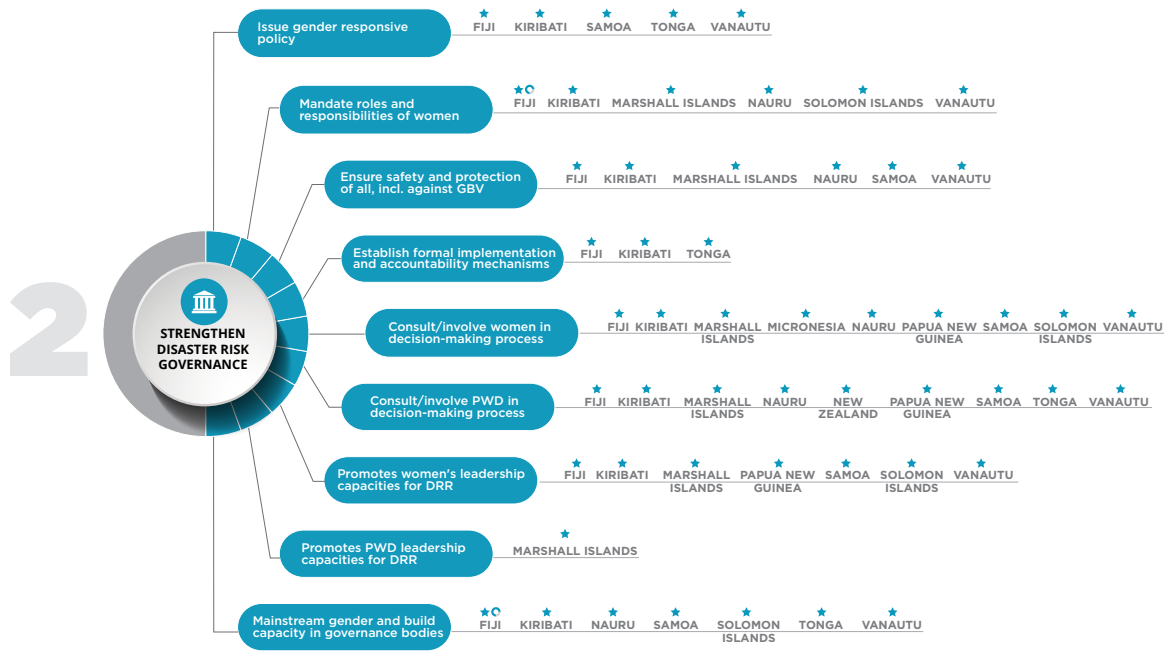
Tracking national progress towards promoting inclusive DRR remains a critical challenge at this stage as some countries are still in the process of developing databases for disaster risk and impact monitoring. For example, Papua New Guinea began developing an online monitoring tool for national Disaster Risk Reduction Framework in 2019 (UNDP, 2019). New Zealand intends to produce its first monitoring document on its National Disaster Resilience Strategy in 2021, with a comprehensive monitoring report to be available in 2023 (MCDEM, 2019). Vanuatu has developed a displacement tracking mechanism to produce summary reports of disaggregated data on the number of affected men, women and people with disabilities displaced by climate change and disasters. The review also found that although Vanuatu has data in the Displacement Tracking Matrix of the International Organization for Migration, SADDD are not available.

Almost all countries cited the lack of financial resources, capacity and technology infrastructure as the key constraints for establishing a disaster information database and collecting and using SADDD.

Priority 2: Strengthen disaster risk governance to manage disaster risk

Figure 8 shows that the most common approach to gender equality and social inclusion under Priority 2 concerns "consulting" and/or "involving" women and people with disabilities in developing DRR policies and plans at the national and local levels. While these two terms are sometimes used interchangeably in the national documents, the review assessed them according to the understanding of "consulting" as increasing the presence of women and/or people with disabilities in relevant meetings and events, and "involving" as incorporating the voices of women/and or people with disabilities into activities such as drafting policy action.

FIGURE 8: Assessment of national commitments in the Pacific against "Priority 2: Strengthen disaster risk governance to manage disaster risk"



The review found that ten of the selected countries in the Pacific made commitments to women's involvement in the DRR formulation process through consultation and participation. Among those, seven countries actively promote women's leadership capacities for effective participation in DRR governance; six countries aim to mandate roles and responsibilities within DRR to women. For instance, the National Disaster Risk Management Plan for the Solomon Islands contains a section on the role of women, which states that women are expected take leading decision-making roles in relation to welfare, relief distribution and shelter (p. 30).

Similarly, national documents of nine of the selected Pacific countries mention disability inclusion in DRR policies, stating the need to consult people with disabilities and/or gain their active participation. However, despite the stated intention of increasing the involvement of people with disabilities within DRR governance, promoting people with disabilities in leadership is largely absent. Only the Marshall Islands highlighted the leadership potential of people with disabilities, recognizing the needs to "include community groups that amplify the voices of women, children, youth, older people and people with disabilities and systematically involve them in decision-making" (National Disaster Risk Management arrangements, 2017, p. 36). However, the plan does not provide details on how to achieve this commitment, which weakens it. This gap reflects unequal attention to the issues of women and people with disabilities. Women's leadership in disaster risk governance, while lacking, is a more visible issue than promoting the leadership of people with disabilities, and disability inclusion is still a marginalized issue.

Despite evidence of the increased prevalence of GBV in the aftermath of disasters (IFRC, 2015; Khan, 2016; Huong T. Nguyen & Rydstrom, 2018; Huong Thu Nguyen, 2019), only seven of the selected countries mention women's safety within disaster contexts. This is an important gap to address because the pervasiveness of GBV after disasters reflects existing structural inequalities that are exacerbated post-disaster and deepen existing vulnerabilities.

Plans for gender mainstreaming and related capacity-building efforts within governance bodies are mentioned by seven countries. For instance, in Nauru, the Framework for Climate Change Adaptation and Disaster Risk Reduction (2015) is aligned with the national Plan of Action for Women and the Women's Policy, which aims to mainstream gender across sector, including DRR. In Samoa, the National Disaster Management Plan (2017–2020) presents cross-cutting actions in respective areas of each sectors of DRR to mainstream gender concerns. It shows strong commitment to gender equality and social inclusion and a sound understanding of the challenges linked to gender mainstreaming. It recognizes that although women are already involved in DRR, they tend to be excluded from decision-making and leadership. The Plan states "entry points for amplifying women's voice in DRR should be constantly explored" (p. 15).

Meanwhile, more must be done to mainstream disability issues. In many of the selected countries, the needs and roles of people with disabilities tend to be clustered under the homogenous category of "vulnerable groups", and the diversity of conditions and identities behind the generic term "disability" (i.e. physical, mental, learning disabilities) may be overlooked. In addition, women and people with disabilities are both classified as "vulnerable groups" in many of the plans, but the plans do not clarify how their needs differ within disaster contexts and DRR planning. This homogenous approach is particularly highlighted in the national plan of Kiribati, which mentions that issues around disability are under the responsibilities of the Ministry of Women, Youth and Social Affairs, meaning there are no dedicated focal points to handle issues of disability. It further acknowledges that within the Ministry, there is neither a dedicated budget or position focused on disability issues and support (Government of Kiribati, 2019, p. 30). There is a stark absence of an intersectional perspective to vulnerabilities – only the national plans of Tonga and Kiribati demonstrated an awareness of intersectional identities and the differing DRR needs that come from intersectional identities. The lack of explanation across the documents of what

makes a group vulnerable suggests that overall awareness of structural inequalities may be low.

State of implementation of existing plans in delivering commitments to gender equality and social inclusion

Target E on the adoption and implementation of national and local DRR strategies is ideally delivered through socially inclusive processes, such as engaging multi-stakeholders and considering the needs and perspectives of vulnerable groups characterized by gender, age, disability and culture. However, the Sendai Framework does not recommend indicators for inclusive process at the international level. Instead, it suggests that countries develop their own target and indicators for inclusive processes and record progress in national reports (UNISDR, 2017). The study team reviewed national level progress and/or monitoring documents related to DRR programmes. The search for those documents was systematic and consistent across all the selected countries. This was done by first identifying duty bearers for monitoring and reporting on the results of DRR strategies and action plans, as mentioned in the monitoring, evaluation, learning and reporting sections of these documents. Once the duty bearers had been identified, a web search of the responsible administration was conducted to locate progress monitoring reports on the implementation of the DRR strategies and action plans. The search also included documents that report on national DRR-related progress. The desk review found no documents that corresponded to the strategies, plans and frameworks for disaster management in 11 of the 12 selected countries in the Pacific, with the exception of Fiji.

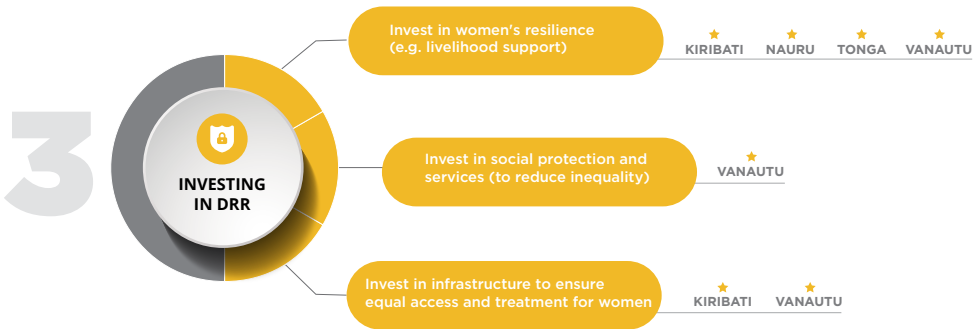
According to UNDRR, Fiji is struggling to develop local DRR strategy due to the lack of budget, human resources and technical capacity, while also dealing with male-dominated decision-making (UNDRR, 2019d). The interview with UN Women in Fiji provided evidence of the efforts primarily of CSOs and NGOs that represent gender and sexual minorities to address gender issues and advocate for the rights of marginalized groups, such as LGBTQ+ people and people with disabilities, to be addressed in DRR. The Ending Violence against Women programme of UN Women also provided psychosocial support to survivors of GBV in emergency humanitarian contexts. Both New Zealand and Tonga have developed DRR strategies at the national and local levels, according the Sendai Framework Data Readiness Review Report in 2017, but no report was found on the inclusion of diverse social groups in DRR strategy planning processes. In Vanuatu, the inclusion of people with disabilities in provincial disaster plans varies between provinces, ranging from mentioning the vulnerability of people with disabilities to listing out considerations of their specific needs (Bennett, 2020).

Priority 3: Investing in disaster risk reduction for resilience

The recommended approaches for inclusive DRR under Priority 3 encompass investments in women's resilience (such as livelihood support), investments in social protection and services such as primary health care and reproductive health services and investments in accessible public and private infrastructure. These approaches intend to tackle multidimensional poverty of disadvantaged groups, particularly women. However, the reviewed documents did not mention investments to support the resilience of people with disabilities, highlighting a key gap in national efforts for inclusive DRR.

Livelihood support, social security and equal access to public and private infrastructure potentially address the drivers of vulnerability in relation to multidimensional poverty. Figure 9 shows there are few commitments to invest in these aspects of women's resilience. The national documents of only four countries – Kiribati, Nauru, Tonga and Vanuatu – mention at least one of the three suggested types of investments. Vanuatu is the only country that made a commitment to all three types of investments in the National Policy on Climate Change and Disaster-Induced Displacements (2018). The Policy considers disasters through the angle of displacement, which may explain its more holistic approach to investments

FIGURE 9: Assessment of national commitments in the Pacific against "Priority 3: Investing in disaster risk reduction for resilience"



Country commitments to the benchmarks ★

in DRR. It mainstreams gender equality and social inclusion through all its strategic areas.

The approach of investing only on livelihood support in disaster recovery does not indicate proactiveness in addressing existing vulnerabilities and building community resilience before disaster hits. In Kiribati, the Joint Implementation Plan for Climate Change and Disaster Risk Management (2019) aims to increase investments in 'green and gender-inclusive businesses' to encourage community resilience (p. 115), while also promoting sound and reliable infrastructure development that is accessible to all (p. 11). Increased considerations for social protection and equal access to public and private infrastructure would help reduce daily discrimination against women and people with disabilities, and it would increase their ability to be more resilient in times of crisis.

State of implementation of existing plans in delivering commitments to gender equality and social inclusion

The desk review found no national documents that correspond to DRR policy and frameworks, or that report on inclusive approaches under Priority 3. The status reports of Fiji did not mention any progress related to inclusive DRR under Priority 3.

Priority 4: Enhancing disaster preparedness for effective response and to "Build Back Better" in recovery, rehabilitation and reconstruction

The recommended approaches for gender equality and social inclusion under Priority 4 focus on promoting women-led security and protective measures and institutionalizing diverse leadership in disaster response, recovery, rehabilitation and reconstruction.

Figure 10 shows that five countries have mentioned or committed to institutionalizing women's leadership in all phases of DRR. The aim is to create enabling institutional conditions and/or requirements for inclusive approaches in DRR governance, for instance, by setting a quota system for women's participation, improving access to resources and infrastructure (land, finance, skills, information) and setting minimum standards and accountability indicators for actions towards gender equality and social inclusion. Only four countries mentioned the need to raise public awareness on diversity in DRR, and attention to creating enabling environments for inclusion (as a prerequisite to carrying out inclusive actions) might pose challenges

for the countries in their implementation of inclusive approaches. Only Solomon Islands and Vanuatu mentioned gender equality and social inclusion through safety and protection measures while most of the countries of the region overlooked this crucial aspect: involving women in these activities would create opportunities for them to engage in DRR and help prevent GBV in contexts of crisis. The Solomon Islands National Disaster Risk Management Plan (2010) only briefly mentions the need for shelters and safety protection measures for women as part of recovery and rehabilitation but it does not provide any detail on how to ensure these measures are implemented in times of crisis, nor how to ensure they adequately meet the needs of women.

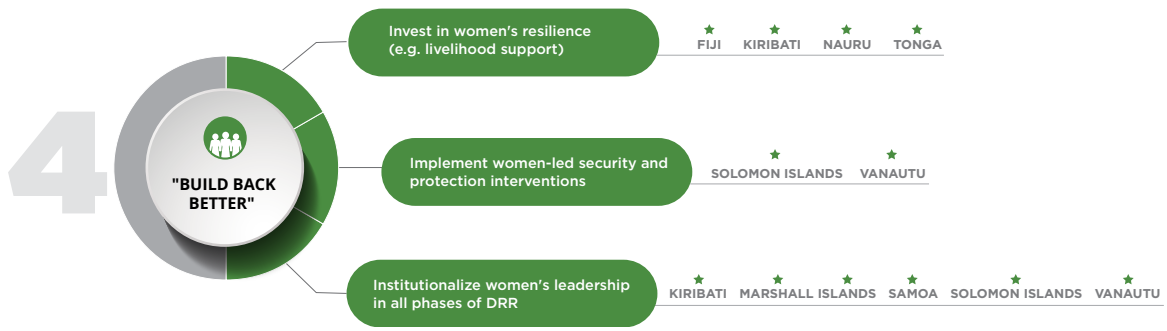
While some of the selected countries have integrated commitments to gender equality and social inclusion into their "Build Back Better" strategy, most did not adopt such inclusive approaches. By side-lining the meaningful involvement and leadership of people with disabilities and women in DRR measures, the current narrative frames them as passive recipients of disaster relief efforts, rather than as active agents who can participate in fulfilling their own needs, rights and roles in DRR.

State of implementation of existing plans in delivering commitments to gender equality and social inclusion

The review found no documents that correspond to DRR policy and frameworks or that report on gender equality and social inclusion under Priority 4.

The absence of national documentation on DRR implementation points to a critical gap: there is a lack of centralized monitoring and evaluation systems to track progress towards delivering DRR and related commitments to gender equality and social inclusion, although nearly all the reviewed frameworks and policies indicate the intention to create such a system. A monitoring and evaluation system could be separate from or integrated into a national database on disaster management that many countries are pursuing. Besides monitoring progress in numbers, the system should capture qualitative results, good practices, challenges and lessons learned, which are particularly important for reporting on progress towards gender equality and social inclusion.

FIGURE 10: Assessment of national commitments in the Pacific against "Priority 4: Enhancing disaster preparedness for effective response and to "Build Back Better" in recovery, rehabilitation and reconstruction"



Chapter 4.
Case studies

This chapter aims to capture the reality and challenges of promoting inclusive DRR at the national level through five case studies from countries in Asia and the Pacific. The case studies include the results of further policy and institutional analysis and interviews with key informants working on DRR and gender equality. Mongolia, the Philippines and Viet Nam were selected from the Asia subregion and Fiji and Vanuatu were selected from the Pacific subregion (see Annex 1 for more information on case study selection).

MONGOLIA

National commitments and progress towards inclusive DRR

The Government of Mongolia approved the Midterm Strategy to Implement the Sendai Framework for Disaster Risk Reduction in Mongolia in 2017. The overarching goal is to reduce existing and new disaster risks by carrying out measures that prevent and minimize hazard exposure and vulnerability, through mitigation, prevention, preparedness and recovery actions, thus strengthening resilience in Mongolia. The Midterm Strategy strives towards gradual implementation of the Sendai Framework in Mongolia at the national and regional levels by establishing measurable objectives and indicators (UNDRR, 2019a, p. 20). Parallel to this strategy, there is the Programme on Community Participatory Disaster Risk Reduction (GoM, 2015) and its implementation plan (GoM, 2016).

There are several other documents at the national level that serve as an umbrella for relevant laws and themes for gender equal and socially inclusive DRR efforts. For example, the Disaster Protection Law (2017) states that aid providers shall not discriminate against people according to their race, ethnicity, age, sex, social status, religion and so on. The Law on Promotion of Gender Equality (2009) forms the basis for gender equality in Mongolia and mandates the availability and accessibility of sex disaggregated statistical data. The Law on Human Rights of Persons with Disabilities (2016) mandates that information and updates on disasters and emergencies shall be accessible to people with disabilities. To achieve this, relevant services such as the police, health and emergency organization for people with disabilities shall be available to respond.

Enablers and barriers for implementing and reporting on gender equality and social inclusion

Establishing strong legal frameworks: In Mongolia, various overarching legal frameworks and structures of focal points are in place and act as frames of reference for mainstreaming gender and social inclusion in DRR. This has been a key enabler for mainstreaming gender equality and social inclusion. For example, the Government committed a budget for the National Committee on Gender Equality (NCGE) to promote gender equality across government bodies. In addition, the Government created the policy environment for institutions, such as the National Human Rights Commission

or National Committee on Gender Equality, to provide recommendations on DRR to the National Emergency Management Agency (NEMA) (NCGE, 2020).

The National Programme of Community Participatory Disaster Risk Reduction (2015) and its Implementation Plan (2016) enhance DRR activities aligned with the Sendai Framework via citizen and community participation, capacity-building, climate change adaptation and training at the local level (UNDRR, 2019a, p. 20). The National Programme of Community Participatory DRR pays particular attention to social inclusion in DRR (articles of 3.2.3 and 3.2.4), with a particular focus on people with disabilities, children, women, older people, young adults and people with low incomes. In addition, there are designated focal points on DRR across ministries who are working on the National Programme.

Despite an enabling legal environment, the existing legal framework lacks articles on disability-inclusion. Currently, the Disaster Protection Law (2017) does not include disability issues based on needs and types of disabilities, nor does it differentiate between groups such as children living with disabilities, older people, and their caretakers (MLSP, 2020; MNFDPO, 2020). However, the Participation and Development (2018-2022) section of the National Plan for Promotion of Human Rights of Persons with Disabilities, contains an objective on disaster risk mitigation (GoM, 2017). For example, its disaster evacuation instructions (GoM, 2011) prioritize children, women, older people and people with disabilities and their family members for evacuation. In addition, NEMA plans and conducts annual trainings for people with disabilities, although these activities typically do not reach nationwide.

Strengthen SADDD collection: Disaggregated data collection under the Sendai Framework is necessary for planning the next phases of policies. For example, the development of Mongolia's Midterm Strategy for the Implementation of the Sendai Framework and the National Programme on Community Participatory Disaster Risk Reduction are both informed by disaggregated data (NEMA, 2020). Disaster statistics methodologies and official templates are jointly developed and approved by the National Statistics Office (NSO) and NEMA (NSO, 2020). The new template is particularly progressive as it includes disaggregation by types of disabilities, including vision, hearing, speech, mobility and mental impairments. Once collected, the data are a strong enabler for the implementation of specific need-based prevention systems, rescue and recovery measures, and relevant planning and capacity building activities.

While government agencies are obligated to compile local or sector-wide sex-disaggregated statistics and to assess the state of gender equality and policy impacts (PoM, 2011), there are currently no cross-sectoral data collection nor monitoring mechanisms to assess progress on DRR. Consequently, there is no specific designation of duties for information management personnel to monitor and evaluate DRR progress (MLSP, 2020). Additionally, both insufficient funding and limited capacity of staff are barriers for establishing a cross-sectoral disaster risk reduction data collection system (NEMA, 2020).

Weak collaboration between sectors and stakeholders: There is a need to improve cooperation between multisectoral stakeholders, such as public NEMA, NCGE, NSO, and Ministry of Labour and Social Protection (MLSP) for gender and social inclusion in DRR. Furthermore, coordination of duties and responsibilities across public agencies on data collection, approval and validation remains a challenge. For example, while data collection templates are approved by NSO, NEMA is the main agency to use and collect the data. The SADDD collection template for disaster events has been approved, but MLSP expressed concern over the lack of a quality and reliable database on people with disabilities, including children and older people who are under constant care. Improved coordination and collaboration between the organizations will facilitate the creation of

a standard methodology for data collection and database for SADDD to support reporting requirements of international development frameworks. According to MLSP, creating a committee or subcommittee under NEMA may improve the mainstreaming of disability concerns in DRR (MLSP, 2020).

The Midterm Strategy for the Implementation of the Sendai Framework in Mongolia includes a provision on improving cooperation and partnerships between multi-stakeholders, such as CSOs and NGOs. These stakeholders are envisioned to participate in DRR through knowledge sharing, assisting in implementing DRR trainings within communities, and consequently sharing good practices (GoM, 2015). Despite the roles that they could play in advocating for gender equality and social inclusion, in reality, there is a clear lack of proactive engagement with CSOs and NGOs within national DRR, including related policy dialogues and the development processes for strategies and action plans. The current lack of capacity of CSOs specialized in DRR can be attributed to the lack of funding (MLSP, 2020; MNFDPO, 2020). There is a need for more engagement with CSOs and NGOs, as focal government agencies have a limited ability to reach various segments of local communities (MLSP, 2020; MNFDPO, 2020).

Limited capacities and funding on issues around gender equality and social inclusion in DRR: While several national programmes and action plans have demonstrated concern for gender equality and social inclusion in DRR, implementation remains a challenge as personnel often lack knowledge of and experience in mainstreaming such issues (NCGE, 2020). Specifically, the institutional capacity of local emergency management agencies needs strengthening, as it currently has no clear long-term strategy on integrating gender and disability in emergency response. At all levels of management within DRR, there is a need for routine training and capacity-building on addressing gender stereotypes and social inclusion (ibid.).

Conclusion

The legal frameworks in place have been a key enabler for implementing gender and social inclusion in the DRR strategies and programmes of Mongolia, but these efforts need improvement across various areas, especially in regard to mainstreaming issues of disability. In addition, the lack of cooperation and synergy between sectors working on gender equality and social inclusion remains a key barrier to implementation, and the low level of engagement with NGOs and CSOs working on gender and disability issues is an important gap. Moreover, there is a need to strengthen and streamline coordination between cross-sectoral agencies and stakeholders working on DRR, including collaboration with provincial authorities. Better coordination can also improve the processes of data sharing and build the capacity of cross-sectoral stakeholders on SADDD collection on DRR. Additionally, challenges remain in capacity-building at different levels (for example, to train local officials on the importance of SADDD collection). To respond to such issues, it is imperative to secure adequate funding for training and capacity-building on gender equality and social inclusion in DRR.

THE PHILIPPINES

National commitments and progress towards inclusive DRR

The Philippines is known for the frequency of disasters affecting it and also for being one of the most active nations enacting DRR legislations and plans (IFRC & UNDP, 2014). Most of the national policies on DRR and women's rights strongly express the commitment to promoting gender equality, and human rights in DRR, even though they predate the Sendai Framework. The National DRR and Management Plan (2009–2028) expressly commits to ensure

that all DRR and climate change measures are gender responsive. The Philippines Disaster Risk and Management Act (2010) also articulates commitment to "develop and strengthen the capacities of vulnerable and marginalized groups to mitigate, prepare for, respond to, and recover from the effects of a disaster" (section 2(n) and to "ensure that disaster risk reduction […] measures are gender responsive, sensitive to indigenous knowledge systems and respectful of human rights" (section 2j). Commitments to inclusive DRR can also be found in the Magna Carta of Women (2009), the law that guarantees Filipino women protection and fulfilment of their human rights. In section 10, it recognizes women's rights to protection and security in all phases of disasters, acknowledges the State's obligation to address women's specific needs such as preventing GBV and expands the scope of disaster response to encompass building women's resilience, including through livelihood support, education and comprehensive health services. Similarly, the Magna Carta of Disabled Persons (RA 7277, 1992) aims to uphold the rights of people with disabilities and outlaw barriers to full inclusion in daily life that limit their participation (Craig et al., 2019, p. 344). This law does not explicitly mention the involvement of people with disabilities in DRR, but it recognizes the State's obligation to ensure non-formal education for people with disabilities (RA 7277, 1992, sect. 16), which encompasses DRR education and training.

Enablers and barriers for implementing and reporting on gender equality and social inclusion

National mechanisms and tools for gender equality and social inclusion: The Magna Carta of Women institutionalizes gender mainstreaming mechanisms across all sectors of the government, with gender-responsive budgeting allocating at least 5 per cent of the total budget of each government agency to activities supporting gender and development plans and programmes (OCD-PDPS, 2020). This also applies to the Office of Civil Defense (OCD), which is in charge of coordinating DRR activities at the national and local level. Every local civil defense office has a focal point for gender and development, and their operational guidelines and standard operational procedures are aligned with those of the central civil defense office to mainstream gender considerations in their activities (OCD-Cordillera Administrative Region, 2020). These activities include trainings for community based DRR activities, where special curricula are available to fit the needs of specific groups of the community such as women, older people, or people with disabilities (ibid).

The Philippines Commission on Women is the primary policymaking and coordinating body on gender equality, and it is represented at the meetings of the National Disaster Risk Reduction and Management (DRRM) Council, held once every quarter (OCD-PDPS, 2020). Similarly, the head of the Gender and Development Office is a member of at the local council (provincial, city, municipality and barangay levels) for disaster risk reduction and management (DRRM) and is responsible for gender mainstreaming, while "the head of the barangays shall facilitate and ensure the participation of at least two CSO representatives from existing and active community-based people's organization representing the most vulnerable and marginalized groups in the community" (ibid).

Similar yet weaker commitments address the needs of people with disabilities, however,unlike gender mainstreaming, there are no national rules to allocate stable funding for the inclusion of people with disabilities, therefore obtaining resources for inclusive DRR is often the responsibility of local officials through advocacy at higher administrative levels (ibid).

Strong civil society movements advocating for inclusive DRR: One of the strengths of the Philippines is the engagement of many CSO networks on social issues and their advocacy work to influence policy: the mobilization of organizations representing women and the most marginalized contribute to ensure duty bearers' accountability towards more inclusive policies (UN Women PCO, 2020).

The Philippines Disaster Risk Management Act (section 2(m)) mandates the allocation of four seats to CSOs in the National DRRM Council (OCD-PDPS, 2020), and CSOs have been engaged in the ongoing process to review and update National and local DRRM plans (OCD-PDPS, 2020; CA/NRC/CCARph/UPV, 2020). The organization, Simon of Cyrene, is a crucial actor for inclusive DRR in the Bicol region where they successfully advocated for the representation of people with disabilities in municipal DRRM councils, leading to disability-inclusive DRR activities and evacuation procedures (HI, 2014).

Ensure and facilitate collaboration between stakeholders working on DRR: In addition to state actors and active networks of CSOs on the ground, stakeholders working on DRR in the Philippines also include international organizations, NGOs and the private sector. Coordination among these various actors is crucial to achieve inclusive DRR, but it can be challenging, since each stakeholder has its own agenda determined by either national political aims, donor requirements or local interests, which are implemented using their own protocols and monitoring mechanisms (UN Women PCO, 2020). Genuine efforts must be made to ensure the complementarity of these stakeholders when working together, and the work of Christian Aid for inclusive DRR exemplifies successful collaboration between stakeholders. Christian Aid emphasizes an evidence-based approach to DRR and partnered with the Manila Observatory, a scientific organization working on disaster, to sharpen their analysis of risk for policy advocacy and help members of local communities to better understand the causes of disasters, which many people consider as "natural and a punishment from God" (CA/NRC/CCARph/UPV, 2020). They then created a transdisciplinary platform with international NGOs working in the Philippines to facilitate exchanges between scientists, policy advocacy and communities on the ground, in line with the compass provided by the Hyogo Framework for Action for multi-stakeholder engagement (ibid). The recent creation of the Women in Emergency Network exemplifies collaboration between different types of actors working together to advocate for women's participation and leadership in emergencies, including disasters. Other promising practices include collaboration with the private sector, such as the work of the National Resilience Council, whose mission is to raise concerns about co-beneficial resilience work, with inclusion and social protection as core values of their advocacy work (ibid).

However, some challenges in managing effective collaboration are still present, especially when it comes to groups such as LGBTQ+ people, older people and people with disabilities – groups that are too often in silos with specific agencies or NGOs focusing on one of these groups instead of considering their missions as complementary and joining efforts to tackle the common causes of their exclusion (UN Women PCO, 2020). Similarly, in the context of the Philippines, disasters are intertwined with issues of peace and security, but typically DRR planning overlooks the connection between these areas instead of integrating them for a more holistic and efficient approach, which can also be attributed to institutional bureaucracy and reliance on different monitoring systems (ibid).

Coordination gaps in collecting and using SADDD for DRR: Depending on the needs of organizations working on DRR and the frameworks they report to, different platforms can be used to store and access data, which can explain why the current stage of SFM seems incomplete and does not provide enough information disaggregated by sex, age and disability (UN Women PCO, 2020; CA/NRC/CCARph/UPV, 2020). PSA recognizes that the institution does not have much disaggregated data on disasters, despite participating in initiatives led by the United Nations to increase their capacities in this matter (PSA, 2020). In the meantime, the central civil defense office is in the process of recalibrating indicators for their reporting mechanism to align with the indicators of the Sendai Framework, but similar indicators are already being used to inform the work of OCD

both nationally and locally (OCD-Cordillera Administrative Region, 2020). The lack of coordination between agencies collecting SADDD and the absence of unified databases are the main barrier to efficiently collect and use this kind of disaster data (UN Women PCO, 2020; CA/NRC/CCARph/UPV, 2020; PSA, 2020; OCD-PDPS, 2020). Organizations for people with disabilities found important data gaps in official figures, which are "considered as unreliable and official registration [of people with disabilities] is low due to lack of awareness on benefits of registering, barriers for registration and stigma related to disability", in addition to official limitations of the definition of disability to medical conditions that exclude much of the complex spectrum of disabilities experienced by these communities (Sloman & Margaretha, 2018, p. 998). Some local governments and CSOs have extensive data sets based on their needs and initiatives, but the lack of coordination with centralized agencies limits the use of that data to the local level. Partnerships with local government units, PSA or OCD could help mainstream good practices at the national level, instead of feeding multiple and overlapping monitoring platforms (UN Women PCO, 2020; CA/NRD/CCARph/UPV, 2020). The stakeholders unanimously recognized that quantitative data are crucial to inform DRR policy and planning, but also highlighted their limitation when it comes to sensitive issues such as GBV. Such issues are often unreported to authorities due to the stigma faced by survivors, therefore the available quantitative data "fails to report the reality of what is happening on the ground" (UN Women PCO, 2020). The same interviewee suggested that statisticians need to be aware of these shortcomings and could complement these figures with qualitative analyses to provide more nuanced and accurate results. Data on socioeconomic vulnerability should also be integrated into risk assessments, which commonly only focus on physical vulnerability through hazards and exposure data. Such integrated risk assessments can be promising tools for transformative DRR and to implement inclusive disaster preparedness on the ground (CA/NRC/CCARph/UPV, 2020).

Understanding the root causes of vulnerability to adopt a transformative approach to DRR: Efforts to mainstream gender equality and social inclusion in DRR can be superficial if the root causes of vulnerability among different social groups are not understood and addressed. The patriarchal culture of the Philippines has been mentioned as a barrier to more inclusive DRR, even if policies, processes and institutions demonstrate intentions to address vulnerability:

> ***"There are a lot of different cultures in the Philippines where patriarchal norms can be strong barriers to gender equality… These cultures often impact women's confidence or their representation in some phases of DRR such as search and rescue which are considered as masculine tasks… Even if policies promote gender equality and there are technically no barriers to women's participation, women internalized barriers from social beliefs and practices" (OCD-Cordillera Administrative Region, 2020).***

This can also be observed when gender-responsive policies are reduced to women's representation in DRR activities on the ground, instead of focusing on meaningful participation and proactive decision-making (CA/NRD/CCARph/UPV, 2020). These difficulties can be attributed to the lack of institutional experience in encouraging marginalized groups to participate in a sector that is very masculine and predominantly led by the military, whose expertise do not necessary cover gender equality and social inclusion (UN Women PCO, 2020). Barriers to disability-inclusive DRR also lie in structural discrimination against people with disabilities, who often lack access to education facilities where children and students are being sensitized to disaster preparedness. Deaf people also face double barriers in disasters: "the lack of proper visual access to emergency information and the ability to communicate

Photo: UN Women/Joser Dumbrique

their assistance needs to emergency responders and managers" (Craig et al., 2019, p. 341). One of the most effective strategies to overcome the barriers to gender-responsive and to disability-inclusive DRR would be to enable women, people with disabilities, other marginalized groups and those with intersecting disadvantages to participate in holistic approaches to DRR, building their confidence in asserting their rights and leveraging their leadership capacities to advocate for inclusive DRR (Craig et al., 2019; HI, 2014).

Conclusion

The Philippines provides many examples of good initiatives in addressing gender and social equality in their frameworks on DRR and on social inclusion. Institutionalized gender mainstreaming, coupled with gender-responsive budgeting, allows sectoral bodies to develop inclusive strategies at all levels, including in DRR. Building on the national DRR framework which institutionalizes multi-stakeholder approaches, the work of CSOs is recognized and their inputs are valued across levels, yet challenges in coordinating actors working on similar or complementary issues remain. However, despite inclusive DRR frameworks, concrete actions tend to overlook the complexity of gender and social equality, and address these issues in a superficial manner. The gap between policy and practice can be attributed to the same beliefs and stereotypes that perpetuate vulnerability to disasters: the needs and rights of marginalized groups are overlooked or misunderstood and therefore policies fail to be inclusive in practice. This needs to be understood by all actors to enable transformative DRR for all marginalized social groups. Additionally, coordination gaps can result in overlapping efforts, such as data collection at the local level that is not shared with State agencies and, consequently, not reported in SFM. The lack of a baseline for SADDD, inconsistencies in terminologies used for indicators and the absence of a centralized repository for SADDD undermine efforts towards gender equality and social inclusion. Those challenges could be addressed by enhancing collaboration between all stakeholders, OCD and PSA. The example of the Philippines shows that inclusive policies are an important step towards transformative DRR, but it also requires consistent financial resources and ongoing efforts to ensure that inclusive policies are fully implemented.

VIET NAM

National commitments and progress towards inclusive DRR

The policy framework on disaster management in Viet Nam is centred around disaster prevention, mitigation and emergency response. The main policy documents are the Law on Natural Disaster Prevention and Control (2013) and the National Strategy for Natural Disaster Prevention, Response and Mitigation (2007). They mainly focus on structural measures, capacity-building in search and rescue, early warning technologies and other community-level support, but they do not mention addressing the specific needs of different social groups in these contexts.

Similarly, the Gender Equality Law, issued in 2006, does not refer to DRR. Nevertheless, it requires gender mainstreaming in policy development and implementation as a basic principle (Article 6). Accordingly, promoting gender equality is mentioned in the Law on Natural Disaster Prevention and Control as a guiding principle: "Humanity, fairness, transparency and gender equity must be guaranteed in natural disaster prevention and control." However, there are no corresponding solutions or actions to address gender issues (UN Women VCO, 2020). The policy development process on disaster management has not been informed by gender and social analysis (DSENRE, 2018), in order to effectively identify and address specific needs of different social groups and avoid further reinforcing gender and social inequality in disaster management.

Viet Nam is in the process of aligning its policy framework with the Sendai Framework toward gender equal and socially inclusive DRR and collecting SADDD in disasters. The aforementioned laws and strategies on DRR are under revision with inputs from 20 agencies and organizations including government, inter-governmental and non-governmental organizations, bilateral donors and financial institutions. Their recommendations included the establishment of national database on disaster risks and the integration of SADDD into social and economic impact indicators (VDMA, 2020). In 2015, Viet Nam issued a guideline on statistical data collection to assess impacts of natural disasters, in which the collection of SADDD was formalized. Viet Nam has also been modifying regional indicators on gender in DRR into national indicators with support from UN Women's EmPower project. The adapted indicators require SADDD in exposure, vulnerability, coping capacity, human, physical and economic impacts, access to health service, household decision-making and women's political leadership (UN Women VCO, 2020). At the time of this report, those indicators were being pilot tested in three provinces (Lao Cai, Da Nang and Ca Mau), and they will be applied nation-wide to collect SADDD in DRR. At the same time, technical facilities of the national database on disaster management have been established and ready for use by the end of February 2020. Furthermore, VWU has champione revisions related to gender equality and social inclusion. Their recommendations focus on customizing public awareness and communication on DRR to the needs of ethnic minorities and women and enhancing the role of community-based organizations, including local women's unions, in DRR communication (VWU, 2020). However, people with disabilities are only included in SADDD collection as instructed by the 2015 guideline on statistical data collection mentioned above, but they are not consistently referred to as a target group for reasons explored further below.

Viet Nam has taken proactive steps towards inclusive disaster management that predates the Sendai Framework. In 2010, the government launched a national programme on community-based disaster risk management (CBDRM). It was the official adoption of the CBRDM model promoted by development agencies since early 2000 (H. Nguyen et al., 2013). Even though CBDRM came before the Sendai Framework, this approach aligns with Priority 4 ('enhancing disaster preparedness for effective response'), as well as Target E (local DRR strategy) and Target G (availability of and access to early warning system). Many activities have been conducted to promote inclusivity in CBDRM, with the main target group being women.

They include developing a guidebook and provision of training on gender mainstreaming in community-based disaster risk assessment. The guideline sets quotas for women's participation in assessment teams (30 per cent), in consultation and planning meetings (50 per cent) and in the local DRR taskforce and management team (i.e. representative from Women's Union). Training on gender mainstreaming and on using the guideline has been organized for disaster risk management facilitators at administrative levels. While most of these inclusivity measures rely on procedures and counting numbers, efforts to increase the quality of participation were barely mentioned in the key informant interviews. This gap partly explains the problem observed by the VWU: inputs of women and other disadvantage groups are not incorporated in the final DRR plans (VWU, 2020). Even though the guideline also requires the representation and focus group meetings of other social groups (i.e. older people, people with disabilities and children) and requires policymakers to incorporate their specific needs and priorities into CBDRM plans, both process and outcome indicators, as well as capacity development for local facilitators have focused solely on women's participation. As a result, the representation of other social groups has been neglected in disaster management planning.

Women's inclusion is not simply about counting their participation, but also about addressing gender and social barriers to their meaningful engagement. In 2010, VWU conducted a project that aimed to contest gender stereotypes in disaster management that victimize women and maintain men's exclusive role in disaster preparedness and response. The project raised public awareness on women's roles in disaster management, funded women's resilient livelihoods and built capacity for staff of the VWU on gender mainstreaming in DRR. The key success of this project is that in 2013, the VWU became an official member of the Steering Committee on Disaster Protection, Preparation and Emergency Response at all administrative levels. However, their role in the committee is mainly along the line of implementation rather than DRR planning. Their engagement in DRR planning is limited to providing comments, even though they are very keen in "participating in the DRR planning at the beginning" (VWU, 2020). The sidelining of the VWU at the decision-making level reflects the male-dominated culture of disaster management in Viet Nam. It demonstrates that procedural measures for inclusion are not sufficient to address inequality.

These are examples of government-led projects that aim to promote gender equality and social inclusion in DRR which cannot be captured in SFM because the platform only requires SADDD on disaster casualty and damages. As it is currently designed, SFM cannot accommodate sharing of progress and learnings on inclusive processes. The following section presents reflections of national-level officials on the implementation of these projects. It also explores how the Government of Viet Nam coordinates and reports on its work related to disaster management and emergency responses, that helps explain the issues regarding SFM reporting.

Enablers and barriers for implementing and reporting on gender equality and social inclusion

Evidence-based policy advocacy: Viet Nam has made progress in promoting gender equality and social inclusion in disaster management that predates the Sendai Framework through programmes piloted by NGOs and United Nations agencies to advocate for community-based and inclusive processes and women's leadership in disaster risk governance. Gender equality remains at the heart of the discourse promoting inclusive DRR channeled through international NGOs, such as Care International and Oxfam, United Nations agencies and VWU. These discourses primarily focus on promoting women's inclusion and leadership in DRR. To a lesser extent, the inclusion discourse also encompasses ethnic minorities (VWU, 2020). In Viet Nam, ethnic minorities have been long considered disadvantaged groups in terms of poverty, unequal access to public services and other socio-political barriers. Prior to the focus on gender equality, ethnic minorities in Viet Nam were the main target group

of most development programmes of the Government, donors and NGOs.

While issues that impact people with disabilities are acknowledged by actors and agencies working on disaster management (e.g. disability disaggregated data and the inclusion of people with disabilities is encouraged in CBDRM), there is a lack of proactivity among NGOs and international development agencies to systematically advocate for disability inclusion in DRR policies. Currently, there are fewer than 10 NGOs dedicated to disability issues in Viet Nam, with programmes focusing on health, employment, vocational training and social protection. This lack of attention to disability issues correlates to the lack of attention to disability issues in the national disaster management agenda.

Uneven capacity in implementing CBDRM (Scheme 1002): The CBDRM approach promoted nation-wide by the government offers opportunities for disadvantaged groups to participate in DRR planning and implementation. However, the implementing capacity varies between communities, affecting the quality of GESI-responsive DRR plans. Due to limited capacity of disaster management staff (such as insufficient gender expertise and facilitation skills), inputs from women and other disadvantage groups are not incorporated in the final DRR plans (VWU, 2020). In addition, capacity of VWU staff at the commune level is reported to be low (DMPTC, 2020). Another barrier to engaging women in disaster management stems from the common perception that disaster management is primarily emergency response, hence physically demanding and more suitable for men (UN Women, 2020; VWU, 2020). NGOs continue to build capacity for local communities in implementing CBDRM, particularly in promoting women's leadership and the inclusion of disadvantaged groups in DRR planning (UN Women, 2020; VWU, 2020). However, from the perspective of the Disaster Management Policy and Technical Center (DMPTC), NGO support to CBDRM is not always ideal. Some NGOs have developed their own guidelines to facilitate DRR planning, instead of referring to the officially endorsed CBDRM handbook co-developed by DMPTC, VWU and UN Women. This results in inconsistent outputs and, in some cases, wasted resources when DRR plans are not approved by the official line.

Photo: UN Women/Pham Thi Kim Oanh

Challenges in collecting and using SADDD: Adapting regional indicators on gender and disability in DRR revealed many challenges related to capacity and institutionalized practices in collecting disaster-related data. These include:

- The capacity of DMPTC to collect and manage disaster data is low because it was recently established, making it reliant on technical support of the General Statistical Office (GSO) on data collection. Furthermore, capacity of local enumerators is also reported to be low.
- The GSO faces its own constraints in incorporating SADDD and disaster into their data collection systems, which includes financial limitations and the bureaucracy for approving national survey.
- Data collection on physical and infrastructure damage is still prioritized in disaster management.
- There are issues of the credibility and accuracy of collected data. For example, there are concerns that communes might overestimate damages in order to call for additional funding. Despite this suspicion, there is no mechanisms to verify the collected data.
- Issues related to conceptual ambiguity and language barriers make it hard to adopt regional indicators to the national context. Examples include GBV in disasters and women affected by livelihood disruption. Additionally, some concepts, such as 'disaster risk management', are broad and difficult to explain in Vietnamese. Therefore, the DMPTC has resolved to select regional indicators for which Viet Nam has available and relevant data.
- There are currently limited capacities to use quantitative SADDD for analyzing gender and social issues and inform DRR planning.
- Coordination and requirements in data collection vary by sectoral ministries. For example, GSO collects data at the household level, while the DMPTC requires data at the individual level. Thus, there is a need to standardize data and data collection processes.

Lack of systematic monitoring and accountability mechanism: Currently, there are no mechanisms in place to systematically monitor progress in implementing the National Strategy for Natural Disaster Prevention, Response and Mitigation to 2020. To track the implementation of the national strategy, the Vietnam Disaster Management Authority organizes an annual workshop at the national level, where relevant ministries report on what they have done in the past year and share their workplan for the coming year. However, those reports are not used as the benchmark for monitoring their performance, nor are they used to hold the ministries accountable for delivering their plans. Having a national monitoring and evaluation mechanism with clear objectives, processes and outcome indicators designated to specific agencies (including issues of gender and social inclusion), is an effective tool to ensure the country will deliver on its commitments. While the Disaster Management Authority is in charge for SFM reporting, the agency does not properly deliver on this task. Because SFM reporting is voluntary, incentives for reporting are low, and the Disaster Management Authority has limited funding and human resources to deliver this role (DSTIDC, 2020). This gap further confirms the importance of having a national monitoring and evaluation mechanism in place.

Conclusion

Viet Nam is making progress in promoting gender equality and social inclusion in DRR and in aligning its DRR policies to the Sendai Framework. Even though many inclusive initiatives implemented in the country have predated the Sendai Framework, they align with the approaches and actions proposed in the Hanoi Recommendations, particularly under Priority 1 ("understanding disaster risks"), Priority 2 ("strengthen disaster risk governance to manage disaster risk") and Priority 4 ("build back better").

However, most initiatives aim to promote women's inclusion at the community level while overlooking the broader goals of social inclusion, which consists of engaging community and/or ethnic minorities in CBDRM. While the collection of disability-aggregated disaster impact data has been made mandatory at the national level, the DRR agenda does not consistently promote disability-inclusive planning or the leadership role of people with disabilities, due to the lack of attention and advocacy of NGOs and organizations working with PWD. Despite the focus on women's inclusion in CBDRM planning, women have not always had opportunities for meaningful participation or for the acquisition of skills to substantively contribute to the discussions, and these remain major issues to address. So far there has been insufficient support to build women's capacity and leadership in a domain that is traditionally very male-dominated in Viet Nam. Consequently, most CBDRM plans remain gender blind.

In addition, there is a gap in the capacity of DRR planners to use SADDD to identify disadvantaged and vulnerable groups. While SADDD are crucial to capture patterns of inequality and design targeted interventions, it does not reveal the causes of vulnerability. The Hanoi Recommendations suggested that gender analysis of disaster risks should be conducted to inform the development of DRR policies and plans at the national and local levels. Such qualitative analyses should investigate structural barriers to the participation of disadvantaged groups (based on sex, age, disability and social and economic status) and find entry points to promote the meaningful and effective participation of those groups. This recommendation should be taken up in the country strategy on DRR.

Due the lack of accountability and monitoring mechanisms in DRR, the Government has not clearly articulated the objectives towards gender equality and social inclusion and it has not systematically documented progress in promoting inclusive DRR. This might affect the country's commitment to and resources invested in gender equality and social inclusion, as well as the reporting of the country's performance at the international and regional platforms on DRR.

FIJI

National commitments and progress towards inclusive DRR

Fiji's National Disaster Risk Reduction Policy (2018–2030) is intentionally aligned with the Sendai Framework, in accordance with achieving Target E. To support holistic DRR efforts, Fiji has invested in studies to comprehensively understand the impacts of disaster and climate change. One example is the Climate Vulnerability Assessment (2018), which has been used as a guiding document for various development frameworks and policies until 2036. Additionally, the assessment identifies detailed cross-cutting issues that impact diverse sectors and population groups (Government of Fiji, 2018). Like Vanuatu, Fiji is implementing the Women's Resilience to Disasters (WRD) programme, 2019–2020. The WRD aims to provide targeted action enabling women and girls to build resilience against natural hazards, while in parallel promoting gender-responsive prevention, preparedness and response systems to foster an enabling environment for women's resilience.

The Ministry of Women, Children, and Poverty Alleviation (MWCPA) is the focal ministry that works on gender and social-inclusion issues, focusing on populations such as children, older people, and people with disabilities. With this role, the MWCPA takes the lead on setting the discourse and agenda on gender equality and social inclusion in DRR and humanitarian efforts. In 2020, the MWCPA is set to establish a National Action Plan to Prevent Violence against Women and Girls, which will make it one of only two countries globally (the other being Australia) to develop an evidence-based approach to GBV. Despite such milestones, the MWCPA is a small ministry, and oftentimes there is a lack of resources to mainstream gender equality and social inclusion. In addition to their efforts, CSOs and international NGOs play a key role in mainstreaming gender equality and social

inclusion in Fiji. For example, the Fiji Women's Rights Movement (FWRM) works to achieve institutional reform and change attitudes on topics related to gender equality, including gender issues within DRR. International organizations, such as the Red Cross, coordinate CSOs to work with people with disabilities and organizations that represent gender and sexual minorities, such as the Rainbow Pride Foundation, which advocates for rights of LGBTQ+ people. In addition, the Ending Violence against Women programme by UN Women actively engages with the Government, CSOs and NGOs to provide psychosocial support to survivors of GBV. Within the DRR context, these organizations provide capacity-building activities and contribute to developing systems to mitigate GBV, such as establishing guidelines, referral pathways and service delivery protocols (UN Women, Fiji MCO, 2020).

Enablers and barriers for implementing and reporting on gender equality and social inclusion

Although gender equality and social inclusion are increasingly being discussed and integrated on a national scale, these issues are often not well understood at the provincial level (UN Women, Fiji MCO, 2020). While there is existing ambition to meaningfully integrate gender equality and social inclusion within DRR efforts, there is a large gap in implementation. The National Disaster Management Office understands the importance of gender and disability inclusion, and despite the collection of disaggregated data and information, these efforts are not always carried out in a systematic way (UN Women, Fiji MCO, 2020). Stronger skills and knowledge on how to effectively mainstream these issues in efforts such as risk and damage assessment are still needed. This means that organizations need to be further supported to expand their capacity to conduct assessments (such as initial damage assessment analysis), while they also develop soft skills such as providing support to people who seek help to deal with GBV in the context of a disaster (UN Women, Fiji MCO, 2020).


Photo: UN Women/Vidura Jang Bahadur

Lack of systematic monitoring and accountability mechanism: A key barrier to implementing and reporting on progress on gender equality and social inclusion in DRR is the lack of coordinated efforts between agencies and ministries. In Fiji, humanitarian preparedness at large is challenging as the Ministry of Women does not have a focal person for their Safety and Protection Cluster (UN Women, Fiji MCO, 2020). Since the Ministry itself is small, yet responsible for many issues, priority and resource mobilization are limitations when disaster strikes (UN Women, Fiji MCO, 2020).

There is consensus among DRR decision-makers that it is crucial to collect and report SADDD to inform responses and promote advocacy. While there is ongoing progress in SADDD collection, and it is increasingly being prioritized, the collection efforts happen across agencies and are not harmonized, as each agency uses their own indicators (FBoS, 2020). When asked about updating SFM, the Fiji Bureau of Statistics (FBoS) indicated

that there is no system in place to ensure proper monitoring. For example, when it comes to getting an overview of climate change financing investment in Fiji, there is no disaggregation of disability, sex, or even rural/urban location (UN Women, Fiji MCO, 2020). The lack of data makes it extremely difficult to provide organizations such as UN Women with an overview of who is receiving support and who is left behind. This can largely be attributed to the lack of streamlined communication and coordination between stakeholders: processes of reporting tend to be ad hoc and dependent on current needs and availability of data.

Limited capacity to apply an inclusive lens in DRR: In cases where SADDD are available, there is usually a lack of capacity to interpret and integrate them meaningfully into inclusive DRR measures, including resource mobilization for relief efforts (FBoS, 2020). While key informants acknowledge the importance of applying an analytical lens to assessing issues of gender equality and social inclusion in DRR, including statistical analysis, both the human and financial resources are limited (UN Women, Fiji MCO, 2020). This is one of the main gaps in skills and knowledge for building a stronger DRR framework in Fiji.

Social stigmas and lack of diverse representation in decision-making structures: While efforts for community engagement exist, patriarchal norms persist in all levels of DRR decision-making in Fiji and indeed, the Pacific region in general (FWRM, 2020). Not only has this hindered gender-responsive progress on DRR, it has also resulted in a lack of women's presence in governmental positions and the private sector, with people with disabilities being even less represented in these realms. This lack of representation and discriminatory gender norms at the decision-making level inevitably affects the ways that these issues are addressed in the local community, which tends to hold unequal views on these topics (UN Women, Fiji MCO, 2020; FWRM, 2020). For example, social stigmas attached to LGBTQ+ people have prevented the them from receiving adequate care during disaster situations. During the aftermath of Tropical Cyclone Winston in 2016, many LGBTQ+ people were shunned from evacuation sites and they were even blamed for causing the cyclone, based on religious and social taboos (FWRM, 2020. See report Down by the River for an in-depth study on the experiences of LGBTQ+ people in Fiji in the aftermath of Tropical Cyclone Winston).

Effective partnerships with NGOs and CSOs: One of the key enablers to successfully mainstream gender equality and social inclusion is having a strong network of NGOs and CSOs. While public and private stakeholders tend to struggle with interpreting and meaningfully using SADDD, effective partnerships with NGOs and CSOs have been an important way of filling this gap. Organizations such as the Pacific Disability Forum, Rainbow Pride Foundation and Fiji Women's Rights Movement not only hold a significant role in advocacy work, but they also play a key part in identifying data gaps and assisting in obtaining the data (FBoS, 2020; FWRM, 2020). In addition, UN Women coordinates the Pacific Humanitarian Protection Cluster, a group of regional and international humanitarian organizations that assists the Pacific region in preparing for and responding to disasters. This network includes NGOs that focuses on disability and gender issues, including engagement with LGBTQ+ people.

Conclusion

The Government of Fiji reaffirmed its commitment to the Sendai Framework through the National Disaster Risk Reduction Policy. The progress the country has made in SADDD collection has provided increased evidence of the state of gender equality and social inclusion in Fiji, which has highlighted gender and disability as key issues in DRR. Despite ongoing efforts to mainstream gender equality and social inclusion into DRR measures, problems with implementation remain, such as the lack of a systematic monitoring and evaluation system, institutional capacity to effectively apply an inclusive lens in DRR, coordination

among stakeholder organizations, as well as the lack of diverse representation in decision-making structures. An overarching issue in these implementation challenges is the lack of concrete action plans attached to these policies, which means that roles, tasks, or strategies to reach policy goals are not clearly designated. This subsequently affects the ability to effectively coordinate and establish capacity-building efforts between agencies. When developing pathways to tackle these challenges, it is essential to maintain an intersectional perspective that connects diverse actors in addressing interrelated objectives towards better inclusivity. NGOs and CSOs have been identified to be strong actors not only in bolstering the capacity of decision-makers in mainstreaming gender equality and social inclusion, but also in advocacy efforts that seek to challenge persistent patriarchal norms that inhibit progress towards inclusive DRR. As such, efforts to maintain these partnerships should be prioritized.

VANUATU

National commitments and progress towards inclusive DRR

The Vanuatu Climate Change and Disaster Risk Reduction Policy (2016–2030) identifies gender and social inclusion (which, in the document, includes disabilities) as a cross-cutting issue that impacts all aspects of climate and disaster policy. It clearly states that gender equality and social inclusion need to be integrated in all activities and programmes related to disaster policy, including the planning, design and implementation of DRR initiatives. In addition to these commitments, Vanuatu is one of the Pacific countries implementing the Women's Resilience to Disasters (WRD) programme 2019–2020. The WRD programme aims to provide targeted action enabling women and girls to build resilience against natural hazards, while also promoting gender-responsive prevention, preparedness and response systems to foster an enabling environment for women's resilience.

Collecting and analysing SADDD are action points listed under the plan to improve data analysis in the national Climate Change and DRR Policy (2016–2030). Actors responsible for SADDD collection in Vanuatu include the National Statistics Office (NSO), the Ministry of Justice and Community Services, the Department of Women's Affairs, and the National Disaster Management Office, as well as NGOs such as the Secretariat of the Pacific Community (SPC) and the Vanuatu Society for Disabled Person. It is widely acknowledged across actors that SADDD collection is crucial to inform better decision-making, implementation, and inclusive development within DRR (VDoCC, 2020). Yet, Vanuatu's efforts on SADDD collection are sporadic and vary between organizations and projects. Despite existing commitments to gender equality and social inclusion, and ongoing SADDD collection, several barriers exist that prevent effective implementation these commitments.

Enablers and barriers for implementing and reporting on gender equality and social inclusion

Institutional arrangements lack capacity, resources, and prioritization: The weak implementation of commitments for gender equality and social inclusion can be attributed to the centralized governmental structure of Vanuatu: provinces do not have individual budgets for DRR efforts, and the central Government's progress towards DRR is dependent on the funding of development partners (SPC, 2020). While the involvement of development partners may advance the agenda for gender and social inclusion, a limitation of this reliance on external actors is that the policy agenda and existing capacities sometimes do not match. For example, the policy agenda and language on issues related to gender and social inclusion are typically set by donors, yet the budget for implementation is typically lacking, particularly for issues around gender. Currently, domestic funding is limited on topics related to inclusive DRR (SPC, 2020), and addressing this challenge requires governmental actors to recognize and give priority (by allocating designated budgets) to such topics.

Infrastructure for monitoring and reporting on the progress of commitments for inclusive DRR is also inadequate. Because the Sendai Framework and SFM are global, national governments are tasked with the responsibility to translate them into national action. Yet, depending on the resources and existing capacities of the country, the task of contexualizing and applying the Sendai Framework is not always easy (SPC, 2020; VDoCC, 2020):

> ***"[While dealing] with aspects of DRR and climate change, [we operate] within a government and development space which is very different than, say, a huge developed country with more capacities and resources. This can also influence the level of how we can achieve the targets of the Sendai Frameworks. The global scale of the goals [of the Sendai Framework] is always a challenge for a small island developing state, [in terms of] resource scarcity and technical capacity. [Ideally], we will be able to [ensure approaches that are] the best fit for each country… [in order to] implement and determine DRR actions on the ground."***
>
> (VDoCC, 2020)

Thus, its ambitions towards gender equality and social inclusion are evident in the national DRR plans and policies, but the reality is that Vanuatu lacks the capacity, resources and prioritization to realize these goals in a way that reflects the needs of the country (SPC, 2020).

Lack of cohesive data collection, monitoring and accountability mechanisms: Currently in Vanuatu, data on disability are collected through individual projects, rather than through a centralized and systemic initiative (VNSO, 2020). Various actors who take part in data collection, such as the Ministry of Climate Change, the National Disaster Management Office, and the Department of Women's Affairs do not have systematic procedures on SADDD collection. The fragmented data collection initiatives in Vanuatu mean that many of the existing data sets are not only difficult to locate, but they are also not considered part of the national census and thus cannot be reported to SFM. This is a major gap in the monitoring and accountability mechanism, and this lack of progress monitoring means that objectives related to inclusive DRR have remained largely undocumented. In addition, while SFM provides a framework for documentation, it does not sufficiently capture the contextual factors of Vanuatu or the realities in practice. In addition to strengthening the current mechanisms of progress monitoring, there is a need for a more context-specific monitoring framework.

Social taboos and stigmas around disability: Disability data collection in Vanuatu is informed by question sets developed by the Washington Group on Disability Statistics, which were designed to identify people with disabilities in a census format (SPC, 2020; VNSO, 2020). Based on this methodology, disability data are disaggregated thoroughly by disability type, including distinctions between physical and psychosocial disabilities. However, despite the availability of disability data, much of the data sets are not actively being used to inform DRR measures, often due to limited funding and capacity to translate data into actionable policies (SPC, 2020). In addition, a persistent barrier to disability-responsive monitoring is the social taboo surrounding people with disabilities: "people with disabilities used to be very marginalized, and people born with disabilities are [believed] to be born from 'unfaithful women'" (SPC, 2020). Such stigmas are deeply rooted in the dominant cultural context, which continues to influence policy as well as the way members of the community approach the concerns of people with disabilities (SPC, 2020). To address such issues, actors such as the Pacific Disability Forum have made major strides towards contesting the social stigma around people with disabilities through education, research and related advocacy and capacity-building (SPC, 2020).

Interestingly, there is an observed reluctance to rely on governmental services due to a prevalent "culture of care," in particular for children, older people and people with disabilities, in which people prefer to rely on community bonds and traditions for support (SPC, 2020). This reflects the ways that traditional gender roles and conceptions of care work influence the implementation and uptake of policies. It points the importance of understanding cultural and social factors that mediate not only governmental responses to DRR, but also individual and community ways of understanding and responding to various aspects of disaster risk. Efforts to address issues around gender equality and social inclusion are not only important at the policy level, but also at the community level, and should include education on gender norms and disabilities, as well as related capacity-building.

Enhancing capacity to complement statistical data with qualitative insights: Statistical data must be complemented with with qualitative insights. According to the representative of SPC, "data for data's sake is not enough. [We] need to take that data back and ask the people involved, to collect qualitative data about their understanding of these issues" (SPC, 2020). However, the need for qualitative methods is not a mainstream concept in Vanuatu's DRR efforts. People working on gender issues are "very frustrated that DRR investments are going into hard infrastructure but nothing about adaptative capacity…[People working on gender inclusion] want something deeper than just quantitative [data]" (SPC, 2020). This sentiment highlights the need for qualitative data to provide the nuance to understanding of complex phenomena, such as underlying inequalities in disaster contexts. An important yet lacking capacity is gender analysis and assessments (VDoCC, 2020), which includes the ability to understand and carry out meaningful assessments of gender and disability inclusion. In this regard, the NGOs and CSOs often have more capacity and on-the-ground experience on these topics, while the public and private sector lag behind (VDoCC, 2020). It is essential to build connections between the two to enhance capacities.

Conclusion

Vanuatu has demonstrated ambitions and steady progress in promoting gender equality and social inclusion in DRR in ways that align with the Sendai Framework. Despite the progress, the country faces various persistent challenges, such as institutional lack of capacity, resources and prioritization. There is a gap between the intention and the implementation of inclusive actions. In addition, despite increasing acceptance and awareness of disability inclusion in DRR measures, social taboos and stigmas around people with disabilities persist, which interferes with the uptake and efficacy of efforts at the community level.

Comprehensive SADDD collection is a key aspect of driving forward Vanuatu's progress on gender equal and socially inclusive DRR, and more systematic and streamlined efforts in data collection are needed between actors. However, it is also important that the agenda for gender equality and social inclusion in Vanuatu goes beyond statistical insights, as they do not adequately capture systemic causes of underlying vulnerabilities. Initiatives from the public and private sector often overlook methods such as gender analysis and assessment, which will help translate statistical data into meaningful actions towards social inclusion. While NGOs and CSOs with a focus on gender issues have a strong capacity to carry out such analysis, more efforts need to be made to ensure coordinated efforts to advance the implementation of inclusive objectives. As part of Priority 1 of the Hanoi Recommendations, empowering and enabling institutions to consolidate and analyse data for various levels of DRR planning and monitoring is imperative to acquiring a holistic understanding of disaster risk. This should be a key area of focus as Vanuatu progresses in implementing objective stowards gender equality and social inclusion.

Chapter 5.
Conclusion and recommendations

Conclusion

The review of DRR frameworks, policies and practices found that efforts have been made at both the regional and national levels to align with the Sendai Framework. Most of the selected countries in Asia and the Pacific have either aligned their policies with or adopted the inclusive approaches proposed by the Hanoi Recommendations for gender-responsive DRR.

Under "Priority 1: Understanding disaster risk", there has been a strong emphasis on collecting SADDD in disasters in Asia and in the Pacific. Nevertheless, SADDD are used for different purposes in different countries. For instance, only a few countries have use SADDD to inform policy and action, and even fewer use it to monitor progress toward inclusive resilience. Little attention is being paid to the importance of examining social dynamics and root causes of vulnerability and unequal distribution of risk, particularly in Asia. Among the selected countries, Sri Lanka was the only Asian country that mentioned conducting gender analysis in its national DRR documents, while five of the selected countries in the Pacific mentioned it. Developing community vulnerability profiles is another common approach under Priority 1. Many countries in both Asia and Pacific have made progress in collecting disaggregated data in disasters. Notably, some countries have no policy commitment to collecting SADDD, such as Fiji, Micronesia and Viet Nam, but they are working toward this target with the support of international organizations, such as UN Women. Nevertheless, those countries are still in the early stage of setting up national databases and data collection on disasters. Furthermore, compared to data disaggregated by sex and age, data on disability are less available or less collected. The research team found no report on the performance of the other approaches for gender equality and social inclusion under Priority 1. While countries are working toward identifying vulnerable groups through disaggregated data, the main challenge is to use quantitative SADDD and gender analysis to provide a more holistic perspectives and understanding of those most vulnerable to disasters, especially social groups of women and people with disabilities. It is the analysis that informs policy and action, not just the data.

Under "Priority 2: Strengthening disaster risk governance to manage disaster risk", the most common approaches taken up by the selected countries in Asia and in the Pacific include engaging women in DRR policy formulation and promoting women's leadership. Comparing the selected countries, more of the Pacific countries mention disability inclusion in DRR policies than the Asian countries did. Unfortunately, the promotion of leadership roles for people with disabilities was largely absent from national documents. Disability inclusion focuses on meeting the needs of people with disabilities, but in practice this approach may reinforce a victim role for people with disabilities rather than promoting their agency. Women's safety in disasters has not been sufficiently attended to, even though more of the selected countries

in the Pacific have committed to providing protective measures against GBV compared to the selected Asian countries. Additionally, more of the Pacific countries intend to build capacity for government bodies on gender mainstreaming. Regarding implementation, some countries (including the Maldives, Mongolia and Viet Nam) have carried out CBDRM as the main approach to engaging disadvantaged groups in DRR planning and implementation at the local level. However, the engagement mainly targets women due to the prevalent attitude of victimizing or stereotyping people with disabilities. In many countries, national women's ministries, networks and development agencies play an essential role in asserting gender equality and social inclusion in DRR agendas. In the Philippines and Viet Nam, those agendas have driven the development of official policy on DRR. Organizations working for people with disabilities are less involved in DRR – this partly explains the omission of disability inclusion. There is evidence that Fiji and Nepal are offering protective measures and services on GBV in disasters.

Under "Priority 3: Investing in disaster risk reduction for resilience", the most common commitment to inclusive DRR in Asia concerns investment in infrastructure, while the Pacific countries prioritize supporting women's resilient livelihoods as well as social protection and services. However, more of the selected countries in Asia have committed to these three approaches compared to selected countries in the Pacific. In both subregions, no progress was found on how the countries have implemented their commitments. Nevertheless, even though the national documents from Nepal do not commit to the approach of "invest[ting] in social protection and service", the country has prioritized flood-impacted areas for the national health and nutrition programme - exemplifying how social services could be coordinated with DRR to reduce vulnerability to malnutrition that is exacerbated by disaster.

Under "Priority 4: Enhancing disaster preparedness for effective response and to "Build Back Better" in recovery, rehabilitation and reconstruction", the most common commitment for gender equality and social inclusion in Asia concerns raising awareness of the roles, rights and capacities of all social groups in DRR. Interestingly, different groups are targeted by this approach. For instance, Viet Nam aimed to change the mindset of government officials to enable women's participation in DRR planning; while Mongolia aimed to educate and mobilize the participation of vulnerable social groups in DRR implementation. The Pacific countries favour both raising awareness and institutionalizing women's leadership in DRR. Again, leadership roles in DRR for people with disabilities have been overlooked. No progress in the implementation of national commitments was found. However, there are project-based efforts to improve the access of community groups and decision-makers to scientific information for DRR planning, but the projects did not share details of how women and people with disabilities have been included.

Monitoring national progress in implementing commitments on gender equality and social inclusion is particularly challenging for several reasons. Firstly, reporting in SFM is voluntary, therefore countries may opt out, particularly when they are facing constraints on financial and human resources. Secondly, there is an absence of systematic monitoring mechanisms at the national level, although most countries have indicated in their national DRR policies that they intend to establish centralized monitoring systems. Thirdly, many efforts towards gender equality and social inclusion in DRR have been initiated by non-government actors, but the lack of coordination or information sharing among them makes it difficult to track progress.

The case studies have identified common barriers to gender and social inclusion in national DRR policies and programmes implementation across the Asia-Pacific region. The identified barriers are as follows:

1. **Insufficient capacities to mainstream gender equality and social inclusion in DRR, due to lack of understanding of the root causes of vulnerability.** Cultural beliefs and social practices are often the cause of discriminations and marginalization of certain social groups including women, LGBTQ+ people, people with disabilities and indigenous people, among others. which also excludes them from DRR planning and activities. International and regional frameworks on DRR tend to promote inclusive policies and programmes through the collection and use of SADDD, however, many countries do not report this type of data to SFM. Nevertheless, while SADDD are crucial to inform targeted policy and planning, they are insufficient in and of themselves to generate transformative action. For instance, people with disabilities are commonly considered as a homogenous group in national DRR plans, although there are multiple forms of disabilities which entail different needs. Consequently, policies and programmes which do not recognize and address underlying causes of vulnerability are less likely to enable inclusive DRR. The limited understanding of individual and intersecting vulnerabilities may reflect the lack of qualitative analyses, such as gender analysis and community and vulnerability profiles that examine social dynamics and the root causes of vulnerabilities that result in the unequal distribution of risks. Such approaches are often lacking because they must be carried out by trained staff with gender expertise, which can be difficult to recruit (e.g., due to budget limitations).

2. **Lack of stable funding for inclusive DRR efforts.** While it is the responsibility of national governments to allocate sufficient budgets to National Disaster Management Offices, few have sufficient funding from the national budget to push forward issues related to gender equality and social inclusion. Because of this, many programmes become reliant on external funding sources, such as international organizations or international NGOs. Yet, these funds can be unstable and/or lacking. This may result in segmented DRR efforts across different project cycles instead of a continuous and holistic effort. In the meantime, despite showing strong commitments to gender equality and social inclusion, the lack of available monitoring documents points to a critical gap: the lack of centralized monitoring and evaluation systems to track progresses and ensure accountability. Without dedicated institutions responsible for inclusive DRR and without appropriate tools to track progress, commitments might not be implemented as there are few mechanisms to hold duty-bearers accountable.

3. **Lack of coordination between stakeholders.** DRR involves a variety of actors, from government agencies, to local NGOs, CSOs and grassroots organizations, often with the help of international organizations. Coordination between these actors has been identified as one of the main challenges to inclusive DRR, as each of them has its own agenda determined by either political development, donor requirements or local interests, which are implemented using their own protocols and monitoring mechanisms. This can result in overlapping and duplicated efforts that waste resources and may cause complex realities to be overlooked by actors working in silos instead of considering holistic approaches based on collaboration. This has been identified as one of the main causes when countries have not consistently reported progress to SFM: disaster data are often available but scattered among different agencies and collected using different methodologies that cannot be easily unified and centralized.

   While centralizing coordination can be the key to ensure more efficient DRR, localization is also crucial to ensure policies and programmes are relevant to local contexts and address the needs of all. This requires meaningful participation from at-risk communities, especially the most marginalized people who have the greatest vulnerability to disasters.

Most of the selected countries across Asia and the Pacific made commitments to more diverse participation, however, the absence of concrete action plans can result in superficial interventions, such as encouraging parity in representation, instead of interventions that build the capacities of women and people with disabilities to enable them to contribute meaningfully to DRR.

Recommendations

Through the case studies, promising practices have been identified that could be scaled up for more inclusive DRR strategies in the Asia-Pacific region. The following recommendations are indicative and non-exhaustive. They respond to the findings of the case studies and the review of efforts to integrate gender and social inclusion under the priority areas of the Sendai Framework.

1. Raise awareness and improve the understanding of gender equality, social inclusion and DRR among all relevant stakeholders.

- Improve the understanding of the root causes of disaster risks and the unequal distribution of impacts and vulnerability through SADDD, and improve capacities for qualitative analyses. In the Pacific, Kiribati, Samoa, Tonga and Vanuatu are using a combination of quantitative and qualitative analysis to inform and implement inclusive DRR. One of the best practices in using mixed-methods for data collection and analyses can be found in Sri Lanka, where SADDD are used in the national database on disaster loss and damages while also supporting the development of community vulnerability profiles through the Disaster Risk Information Platform. A sound understanding of underlying power dynamics can help design targeted interventions to encourage social change. For example, the VWU provided targeted capacity-building and training that contested gender stereotypes in disaster management, enabling women to change their self-perception from victims to agents of change.
- Apply an intersectional lens across the four priority areas of the Sendai Framework. Applying an intersectional lens means avoiding categorizing social groups by single characteristics and recognizing how socioeconomic identities such as gender, wealth, sexual orientation, age, education, caste, ethnicity, disability and other identities and conditions produce inequalities and exclusions in DRR. To date, national DRR documents of only Kiribati and Tonga demonstrated an awareness of intersectional identities and the differing DRR needs that these entail. By following their example, other countries in Asia and the Pacific could make their DRR strategies more inclusive.
- Address knowledge gaps on disability in disaster contexts to gain a better understanding of the needs of people with different disabilities in DRR planning and implementation. This includes collecting data disaggregated by types of disabilities (physical, mental, learning disabilities etc.), following the example of Mongolia, which recently integrated this type of disaggregation to their templates for disaster data collection. Such initiatives also present entry points to further understand how disability intersects with age, gender, ethnicity, religion and other factors that increase vulnerability to disasters or contributes to the exclusion of a group from DRR policies and programmes.
- Address knowledge gaps on GBV in disaster contexts through research and advocacy, and use knowledge to inform policies on social protection and security services for vulnerable groups during disaster crisis. As collecting data on GBV can be challenging given

the social stigma against victims (see Philippines case study), it is crucial that relevant stakeholders adopt a proactive approach to GBV in times of crisis. Such initiatives can be found in Nepal, where the Ministry of Women, Children and Senior Citizens encouraged the promotion of safe shelters and female-friendly counselling while also distributing post-rape treatment kits to survivors.

2. Ensure and stabilize resources to build capacities, institutions and mechanisms to mainstream gender and social inclusion in DRR.

- Secure the resources for inclusive DRR through proactive budgeting in order to mainstream gender equality and social inclusion through dedicated institutions. To avoid relying on external funding sources, initiatives for gender equality and social inclusion in DRR should be budgeted proactively and mainstreamed across all phases of policy development and programme implementation. The example of the Philippines can be replicated: each government agency secures at least 5 per cent of their annual budget for gender mainstreaming in their area of work. This enables long-term planning and investments in building capacities of relevant staff to understand the root causes of vulnerability to disasters and develop competencies for more inclusive DRR. Mongolia also adopted gender-responsive budgeting across key-ministries and encourages gender mainstreaming in DRR through the national gender and human rights machineries. Such strong gender institutions have proven to be assets for more inclusive DRR. For instance, the VWU and the Philippine Commission on Women have their own budget and are responsible for mainstreaming gender in key state activities. In the context of DRR, these organizations are consulted in DRR committees and they are involved in trainings, especially for CBDRM activities. They also deliver trainings to enhance capacities of diverse stakeholders in matters of gender equality and social inclusion.
- Set up national monitoring and evaluation mechanisms to ensure the implementation of inclusive DRR. The critical lack of monitoring and evaluation documents makes it difficult to track the implementation of or evaluate progress towards commitments to inclusive DRR. While some strategies and action plans were developed with the support of international organizations and NGOs that have their own monitoring and evaluation system as part of their programmes, governments need to mainstream and adequaltely resource their own monitoring and evaluation mechanisms for strategies they developed solely. For example, Papua New Guinea began developing an online monitoring tool for its national DRR framework in 2019. New Zealand intends to produce its first monitoring document on its National Disaster Resilience Strategy in 2021 and a comprehensive monitoring report in 2023.

3. Encourage and institutionalize cooperation between all stakeholders.

- Streamline SADDD collection through unified and centralized monitoring platforms and enhance capacities for applying an inclusive lens in data analysis. The review of existing monitoring platforms showed that although most countries do not consistently report SADDD in SFM, there are often multiple databases scattered between different organizations and government departments. As suggested by stakeholders consulted in Fiji and Vanuatu, a unified and centralized framework for data collection is crucial to support evidence-based policies and programmes, and to evaluate progress towards gender equality and social inclusion in DRR. Appointing a focal point to ensure consistent methodologies for data collection and analysis is also a key

enabler: in Mongolia, a disaster statistics methodology and official templates were developed and approved by both the National Statistics Office and the National Emergency Management Agency. This will enable the country to build a repository of compararble data and when combined with enhanced capacities for applying an inclusive lens in data analysis, it can lead to better planning for gender and social inclusion in DRR activities.

- Institutionalize multi-stakeholder cooperation at all levels. This collaboration can be facilitated by national DRR authorities as observed in Viet Nam, where seats are reserved for DRR practitioners in meetings at the central level, but also at the local level, seeking their inputs to ensure a multidisciplinary approach that fits the needs of the population, including the most marginalized. Regular collaboration between stakeholders can strengthen connections between key actors, including NGOs and CSOs (with on-the-ground knowledge), and the public and private sector (who are often lagging behind when it comes to conducting holistic gender and social analysis). In multilevel stakeholder engagements at the national and local levels, measures must go beyond reserving seats for people and organizations championing inclusive DRR. Stakeholder engagement must actively seek inputs to ensure a multidisciplinary approach that fits the needs of marginalized groups and leverages diverse leadership capacities.
- Bolster resources for NGOs, CSOs and grassroots organizations engaged in gender equality work and disability rights. Such organizations play a key role in mainstreaming and advocating for issues around gender and social inclusion. For example, organizations such as the Pacific Disability Forum play a big role in contesting misconceptions about people with disabilities in the region. Similarly, the advocacy work led by CSOs in the Philippines contributed to put gender equality and social inclusion on the political agenda and to hold duty-bearers accountable for more inclusive policies. Ensuring the participation of local communities, including the most marginalized, at all levels of DRR planning and programming is a crucial step to ensure that the needs and capacities of all are considered.
- Ensure meaningful participation of various groups, including promoting the agency of people with disabilities. Measures for diversifying participation need to go beyond procedural requirement or counting numbers of target participants. An important first step towards promoting meaningful participation of diverse groups is to have a thorough understanding of the complex needs and experiences of the different groups. In Fiji, organizations such as the Pacific Disability Forum, Rainbow Pride Foundation and Fiji Women's Rights Movement hold a significant role in advocacy work, and they also play a key part in connecting stakeholders to facilitate such dialogues and identifying key data gaps related to different groups. This also helps to identify entry points to create enabling environments for the meaningful participation of women, people with disabilities and other groups that are usually left out of DRR planning and activities. Building the confidence of the most at-risk groups will help them assert their rights and leverage their leadership capacities for further advocacy for inclusive DRR, while avoiding tokenism. Such examples can also be found in the Philippines, where the Women in Emergency Network promotes gender-responsive resilience-building led by women through collaboration between different DRR stakeholders, to build their capacities for leadership and advocacy at various levels.

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Key informant interviews
(Case studies)

FIJI

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Annex 1.

Methodology to review gender-responsiveness and disability inclusion in disaster risk reduction in Asia and the Pacific

This report on Gender-Responsive and Disability-Inclusive Progress towards Sendai Framework Targets in Asia and the Pacific, commissioned by UN Women, has three main objectives:

- to develop a methodology to monitor country progress towards gender-responsive and disability-inclusive achievement of the Sendai Framework for Disaster Risk Reduction;
- to assess country status and provide a baseline for monitoring country progress based on the proposed methodology;
- to identify barriers and enablers for monitoring gender-responsive and disability-inclusive progress toward the targets of the Sendai Framework, and recommend actions for improvement.

To achieve those objectives, the research team conducted a step-wise process as below. For each step, this section lists the specific question(s) to be addressed, the rationale, methods and data sources and the expected output.

STEP 1:

Identify approaches for gender equality and social inclusion in international and regional DRR frameworks

Question: What are the main approaches in promoting gender equality and social inclusion in DRR frameworks at the international and regional level?

Rationale: The purpose of this step is twofold. Firstly, it reviews how gender equality and social inclusion are framed in international and regional frameworks – important guiding documents for country actions. Secondly, it consolidates and uses those framing and guidance as benchmark to monitor how the studied countries operationalize and deliver their commitments to gender equality and social inclusion.

Methods and data sources: The research team reviewed regional statements, recommendations, frameworks, long-term and short-term action plans on DRR within and beyond the scope of Sendai Framework, as follows:

- Sendai Framework on Disaster Risk Reduction 2015–2030
- Hanoi Recommendation for Action on Gender and Disaster Risk Reduction 2016
- New Delhi declaration on disaster risk reduction in Asia and the Pacific 2016
- Ulaanbaatar Declaration 2018
- Asia Regional Plan for Implementation of the Sendai Framework for Disaster Risk Reduction 2015–2030; and its Action Plan 2018–2020
- ASEAN Agreement on Disaster Management and Emergency Response
- ASEAN Vision 2025 on Disaster Management
- AADMER Work Programme 2016–2020
- Framework for Resilient Development in the Pacific 2017–2030 (FRDP)

These documents mention and/or suggest approaches and actions to promote gender equality and social inclusion, which are supposed to be adapted and adopted in country policies and strategies on DRR. The research team used those regional commitments and recommendations to consolidate benchmarks for national performance.

The Hanoi Recommendations, endorsed by over 300 participants from 22 countries in Asia and the Pacific, offer a relatively comprehensive approach to developing inclusive DRR, and it is the key input to this benchmarking exercise. They encompass the four key domains of institutional conditions, plural knowledge, leadership and agency.

Output: A matrix consolidating commitments to gender equality and social inclusion as expressed through recommendations in international and regional DRR frameworks and action plans.

STEP 2:

Review national DRR strategies and plans and their commitments to gender equality and social inclusion

Questions: Which approach have the countries committed to promote gender equality and social inclusion in national DRR? How do those national approaches align with regional frameworks and action plans on DRR?

Rationale: This step explores how the countries translate regional commitments to gender equality and social inclusion and recommendations into their national strategies and plans on DRR, using the benchmarks consolidated in the first step as the reference point. The benchmarks also enable the research team to identify which commitments and recommendations are most endorsed or overlooked by the selected countries. Another important note about the benchmarks is that they are expandable. The benchmarks ought to reflect the span of actions and initiatives to promote gender equality and social inclusion in DRR, therefore, the benchmarks may be expanded if the review of national documents identifies initiatives beyond the scope of the original benchmarks.

Methods and data sources: This step is based on a desk review. The research team searched for DRR-related policy documents on websites of international organizations such as UNDRR and IFRC, as well as the websites of national disaster management offices. The documents included policies, frameworks, plans, strategies and action plans explicitly targeting one or several phases of DRR and/or disaster risk management at the national/federal level.

Scope of the review: The scope of the review is based on the United Nations definition of the Asia-Pacific region, excluding territories and special status States, and has been limited to 25 countries. The selection criteria included the following:

- Availability of DRR policies and strategies, online and in English
- Availability of up-to-date DRR policies and strategies
- For the Pacific region in particular, implementation of the "Global programme in support of a gender-responsive Sendai Framework implementation: addressing the gender inequality of risk and promoting community resilience to natural hazards in a changing climate" (GIR) and the "Global programme on Women's resilience to Disasters", as the findings of this review will contribute to the UN Women global strategy in the Pacific.

Annex 2 lists the selected countries, justification for selection and the reviewed documents. In all, 39 countries were shortlisted based on the first criteria. The selected countries are displayed in bold text.

The team shortlisted the countries with the most updated policy documents that were still in effect at the time of the review (2020). Since there were fewer than 25 countries meeting this criterion, the review included countries even if their policy documents had recently expired.

The research team considered using the World Risk Index as a criteria for country selection, but some countries with a high exposure to risk do not have available and/or updated DRR policies. For example, Brunei Darussalem, ranked seventh by the World Risk Index, does not have a DRR policy available in English; Timor-Leste, ranked fifteenth, issued their latest plan in 2008; Indonesia, ranked thirty-seventh, but its plan is not available in English. Therefore, a high rating on the risk index was rejected as a qualifying criterion.

Output: A matrix of approaches towards gender equality and social inclusion in DRR policy documents of selected countries, against the regional benchmark for inclusive DRR. This matrix is used as a baseline for monitoring progress towards achieving inclusive DRR.

STEP 3:

Review the implementation of gender and social commitments of national DRR strategies and plans

Questions: What inclusive approaches have the countries operationalized in the implementation of their DRR strategies and plans? What has been done under Targets A, B and E of the Sendai Framework? Are there monitoring and evaluation mechanisms in place?

Rationale: This step examines the countries' performance against their policy commitments on gender equality and social inclusion, acknowledging that policies might not always be translated into practice. The research team researched the availability of reporting and monitoring and evaluation mechanisms, as the absence of such mechanisms often indicates gaps between policy and practices. The research team particularly searched for country-level SADDD and examined the crucial performance indicator of mainstreaming gender equality and social inclusion into Target A and B of the Sendai Framework.

Methods and data sources: The research team conducted a desk review of available national DRR progress or monitoring reports. This included searching for the following sources:

- Monitoring, evaluation, learning and reporting sections of the strategies, plans and frameworks for disaster management in a given country. The team identified the duty bearers for monitoring and reporting on the results and progress of that particular document and searched the website of the duty bearer to locate national DRR progress monitoring reports referred to in the strategy document.
- General monitoring report(s) on progress across the DRR strategies and policies of a country.

- Annual/biennial country progress reports on implementing the Sendai Framework and other regional DRR agreements dated from 2015 onward.
- SADDD for Targets A and B in the Sendai Framework Monitoring database and the Sendai Framework data readiness reviews, country data and reports.

The scope of the review does not include commitments to gender equality and social inclusion in subnational DRR policies.

Output: One category in the benchmarking matrix assessing policy implementation (if applicable).

STEP 4:

Conduct case studies on the barriers and enablers for making progress and monitoring gender equality and social inclusion under the Sendai framework

Questions:

- What are the country commitments and plans in promoting gender equality and social inclusion in DRR?
- What progress has the country made in delivering such commitments?
- Who are the stakeholders and champions identified in promoting gender equality and social inclusion in DRR?
- What are the enabling and disenabling factors faced by those promoting gender equality and social inclusion in DRR?
- What are challenging and conducive factors for reporting on gender equality and social inclusion, particularly providing and relying on SADDD for Sendai Framework and/or other frameworks? How crucial is SADDD in ensuring gender-responsive and disability-inclusive DRR? Or should other factors complement SADDD? Recommendations to address those challenges.

Rationale: This step takes a deep dive into understanding progress some countries have made in delivering gender equal and socially inclusive DRR; unpacks their learning and challenges in the process of implementing and reporting achievements on gender equality and social inclusion, particularly to Sendai Framework Monitor. This exercise also enables the identification of gaps between delivering and reporting progress at the country level in order to inform improvements in monitoring and learning mechanisms across nations.

Methods and data sources:

1. Desk review of country progress in delivering commitments to gender equality and social inclusion at national and subnational levels.
2. Key informant interviews with stakeholders responsible for operationalizing the Sendai Framework and championing gender equality and social inclusion in DRR.

Scope of the case studies: The five selected case studies are: Mongolia, the Philippines, Viet Nam (in Asia), Fiji and Vanuatu (in the Pacific).

- The review of the national DRR frameworks of **Mongolia** found four up-to-date documents, demonstrating a strong national interest in this sector, as well as their recent engagement to collect SADDD on disasters.
- Both **the Philippines**' national DRR framework and action plan have been adopted prior to the Sendai Framework and have little mention of gender equality and social inclusion. However, the country is currently in the process of updating its national and local framework for DRR, and the strong Filipino network of CSOs working on gender equality and social inclusion is involved in this process. In the meantime, the institutional framework of the Philippines ensures gender mainstreaming at all levels and in the activities of each of the ministries, which makes it an interesting case to investigate.

- **Viet Nam** has a strong record of CBDRM activities on the ground, as well as a strong gender machinery with VWU being present at every administrative level. This case study aims to understand enablers and barriers to inclusive DRR at the community level, and how these are linked other levels of governance.
- **Fiji** and **Vanuatu** are both currently implementing programmes with UN Women, aiming to reduce women's exposure to disasters in line with the Sendai Framework and to increase their resilience. Additionally, both countries demonstrated strong commitments to gender equality and social inclusion in their national DRR frameworks and action plans, therefore investigating these two case studies provides an opportunity to assess how these promising commitments unfold on the ground.

Output: Five case studies documenting barriers and enablers for gender equality and social inclusion in DRR as well as for reporting to Sendai Framework Monitor; and include recommendations to improve gender equality and social inclusion in DRR.

Limitations of the methodology

The methodology had some limitations, which were apparent during the review and should be taken into consideration if this approach is replicated in the future or in a different context. The limitations, as identified by the research team, are outlined below.

Measuring progress against voluntary commitments. The benchmark developed as a first step in this study synthesized the voluntary commitments to several frameworks, some of which are regional or subregional, as well as recommendations and statements. Therefore, the benchmark included commitments that had not been made by all countries assessed. Furthermore, the countries are obliged to implement voluntary commitments. This is important because Governments cannot be held accountable for all categories assessed through the matrix, and the aim of this exercise was to capture a baseline towards gender equal and socially inclusive DRR to allow monitoring in the future. These categories may be discussed and improved.

Selecting which countries to review. The review of commitments and progress towards inclusive DRR covers 26 countries in Asia and the Pacific, selected based on geographic criteria, availability of up-to-date DRR documents online and in English, and participation to regional development programmes, as suggested by UN Women. Other criteria for selection could be used for replicating this study, such as exposure to disasters, indexes measuring national status towards gender equality and social inclusion, state of development, among others. The availability of DRR documents remains an essential criterion to ensure the relevance of this review, but the geographical scoping could be extended.

Selecting which documents to review. This review of national strategies and action plans on DRR did not assess commitments to gender equality and social inclusion in DRR-related laws, acts, sectoral plans or local legislation. because strategies and plans are meant to instrumentalize laws and policies, and the availability of sectoral and local DRR documents might differ heavily from country to country, therefore not allowing comparison. The nomenclature of such documents also differs between countries: some have a "strategy" while others have a "plan", "programme" or "framework". Similarly, some documents are framed as policies but contain a workplan, and can thus be considered as a strategy, while some countries merge their strategy and action plan in one single document. This review included all documents setting clear objectives for DRR in the country over a defined period of time and mentioning the ways of reaching these objectives through a plan of action, regardless of their title. However, the it only included documents explicitly mentioning "disaster" in their title and did not review documents on related issues such as climate change, that may also encompass DRR.

Annex 2.

Selected countries, justification and the reviewed documents

ASIA

	Country	Reason for selection/ exclusion	Documents reviewed
1	**Afghanistan**	Selected – available strategic document, recently outdated with currently no follow-up	Disaster Management Strategy (2014–2017)
2	**Bangladesh**	Selected – Up-to-date strategic documents	National Plan for Disaster Management (2016–2020) National Strategy on the Management of Disaster and Climate Induced Internal Displacements (2015)
3	**Bhutan**	Selected – Up-to-date strategic document	Disaster Risk Management Strategy (2016)
	Brunei Darussalam	*Excluded – Documents not available in English*	
	Cambodia	*Excluded – Outdated and draft versions of strategic documents*	National Action Plan for Disaster Risk Reduction 2014–2018 (draft) Climate Change Strategic Plan for Disaster Management Sector 2013
	China	*Excluded – Up-to-date documents not available online and in English*	
4	**India**	Selected – Up-to-date strategic document	National Disaster Management Plan (2019)
	Indonesia	*Excluded – Documents not available in English*	
	Iran (Islamic Republic of)	*Excluded – Documents not available online*	

	Country	Reason for selection/ exclusion	Documents reviewed
5	**Japan**	Selected – Up-to-date strategic document	Disaster Management in Japan (2018)
	Korea (DPR)	*Excluded – Documents not available online*	
	Korea (Rep.)	*Excluded – Documents not available in English*	
	Lao PDR	*Excluded – Documents not available online*	
	Malaysia	*Excluded – Documents not available in English*	
6	**Maldives**	Selected – At least one up-to-date strategic documents	Strategic National Action Plan for Disaster Risk Reduction and Climate Change Adaptation 2010–2020 (draft) National Framework for Managing Internally Displaced Persons in the Maldives in case of a Disaster/Crisis 2013 National Community-Based Disaster Risk Reduction Framework 2014
7	**Mongolia**	Selected – Up-to-date strategic documents and action plans	Mongolia's Medium-term strategy for Sendai Disaster Risk Reduction Framework (2017–2020) Mongolia's Medium-term strategy for Sendai Disaster Risk Reduction Framework - Action Plan (2018–2020) The National Programme of Community Participatory Disaster Risk Reduction (2015–2025) The National Programme of Community Participatory Disaster Risk Reduction (2016–2025) Action Plan

	Country	Reason for selection/ exclusion	Documents reviewed
8	**Myanmar**	Selected – Up-to-date strategic document and action plan	Myanmar National Framework for Community Disaster Risk Resilience (2017) Myanmar Action Plan on Disaster Risk Reduction (2017)
9	**Nepal**	Selected – At least one up-to-date strategic document	National Strategy on Disaster Management 2009 Disaster Risk Reduction Plan of Action 2018–2030
10	**Pakistan**	Selected – Up-to-date strategic document	National Disaster Responsive Plan (2019)
11	**Philippines**	Selected – Up-to-date strategic document	National Disaster Risk Reduction and Management Plan (2011–2028) Strategic National Action Plan (2009–2019)
	Singapore	*Excluded – Documents not available online*	
12	**Sri Lanka**	Selected – Available strategic document, recently outdated with follow-up not yet available online	Sri Lanka Comprehensive Disaster Management Programme (2014–2018)
13	**Thailand**	Selected – Available strategic document with currently no follow-up	National Disaster Risk Management Plan 2015
14	**Viet Nam**	Selected – Up-to-date strategic document	National Strategy for Natural Disaster Prevention, Response and Mitigation to 2020

THE PACIFIC

	Country	Reason for selection/ exclusion	Documents reviewed
15	**Australia**	Selected – Up-to-date strategic document	National Disaster Risk Reduction Framework 2018
16	**Fiji**	Selected – Up-to-date strategic document and country implementing the WRD programme	The Republic of Fiji National Disaster Risk Reduction Policy 2018–2030
17	**Kiribati**	Selected – Up-to-date strategic documents and country implementing the WRD programme	Kiribati Joint Implementation Plan for Climate Change and Disaster Risk Management 2014–2023 Kiribati Joint Implementation Plan for Climate Change and Disaster Risk Management 2019–2028
18	**Marshall Islands**	Selected – At least one up-to-date strategic document and country implementing the WRD programme	National Disaster Risk Management Arrangements (2017) National Action Plan for Disaster Risk Management (2008–2018)
19	**Micronesia (Federated States of)**	Selected – Up-to-date strategic document	Federated States of Micronesia National Disaster Response Plan (2016)
20	**Nauru**	Selected – Up-to-date strategic document	Republic of Nauru Framework for Climate Change Adaptation and Disaster Risk Reduction 2015
21	**New Zealand**	Selected – Up-to-date strategic document	National Disaster Resilience Strategy (2019)
	Palau	*Excluded – Outdated document*	National Disaster Risk Reduction Framework 2010
22	**Papua New Guinea**	Selected – Up-to-date strategic document	National Disaster Risk Reduction Framework (2017–2030)
23	**Samoa**	Selected – Up-to-date strategic document	Samoa National Action Plan for Disaster Risk Management (2017–2021)
		Selected – Up-to-date strategic document	National Disaster Management Plan (2017–2020)

	Country	Reason for selection/ exclusion	Documents reviewed
24	**Solomon Islands**	Selected – Country implementing the GIR programme	National Disaster Risk Management Plan (2010)
	Timor-Leste	*Excluded – Outdated document*	National Disaster Risk Management Plan – draft 2005
25	**Tonga**	Selected – Up-to-date strategic document	Joint National Action Plan 2 on Climate Change and Disaster Risk Management 2018–2028
	Tuvalu	*Excluded – Outdated document*	National Strategic Action Plan for Climate Change and Disaster Risk Reduction 2012–2016
26	**Vanuatu**	Selected – Up-to-date strategic documents and country implementing the WRD programme	Climate Change and Disaster Risk Reduction Policy 2016–2030 National Policy on Climate Change and Disaster-induced Displacements 2018 National Disaster Management Office Strategic Plan 2016–2020

WOMEN'S RESILIENCE TO DISASTERS IS A PARTNERSHIP BETWEEN:

Australian Government
Department of Foreign Affairs and Trade

UN WOMEN

EMPOWER: WOMEN FOR CLIMATE-RESILIENT SOCIETIES IS A PARTNERSHIP BETWEEN:

UN environment programme

ΣmPower
Women for Climate-Resilient Societies

Sweden
Sverige

UN WOMEN

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