



SIAP SIAGA
Australia – Indonesia Partnership
for Disaster Risk Management



BNPB

Australian Government

GEDSI Mainstreaming in Disaster Management: Toolkit 1

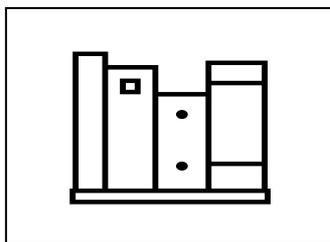
**Key Requirements for Effective Gender
Equality, Disability and Social Inclusion
Mainstreaming in Disaster Management
Projects in Indonesia**

*Prepared as part of the SIAP SIAGA GEDSI
Engagement Initiative in Disaster Management in
Indonesia*

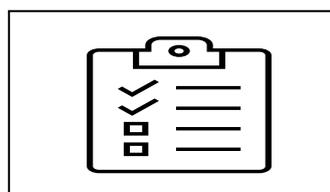
SIAP SIAGA is supported by the Australian Government and implemented by Palladium Pty Ltd (www.thepalladiumgroup.com)

This publication has been funded by the Australian Government through the Department of Foreign Affairs and Trade. The views expressed in this publication are the authors' alone and are not necessarily the views of the Australian Government. © 2022

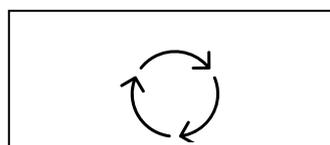
Inside this toolkit, you will find:



An overview of laws, regulations, and institutional frameworks to guide the mainstreaming of Gender Equality, Disability and Social Inclusion (GEDSI) in disaster management in Indonesia



Definitions of vulnerable and marginalized groups in Indonesia, to support GEDSI analysis and appropriate targeting of stakeholders and beneficiaries during project implementation



Step-by-step guidance for GEDSI mainstreaming at all stages of project implementation in disaster management programs and projects

This Toolkit is a living document that will be adapted and improved as SIAP SIAGA progresses in studying and adapting to the process of integrating Gender Equality, Disability and Social Inclusion priorities, particularly regarding marginalized and other disadvantaged groups in diverse disaster contexts.

Contents

| | |
|---|-----------|
| LIST OF ABBREVIATIONS | 5 |
| PART 1: INTRODUCTION TO DISASTER MANAGEMENT POLICIES, REGULATIONS, GUIDELINES, AND INSTITUTIONS TO GUIDE GENDER EQUALITY, DISABILITY, AND SOCIAL INCLUSION MAINSTREAMING IN DISASTER MANAGEMENT IN INDONESIA | 6 |
| LEGAL FOUNDATIONS FOR GEDSI MAINSTREAMING IN DISASTER MANAGEMENT..... | 7 |
| INSTITUTIONAL FRAMEWORK FOR GEDSI MAINSTREAMING BY GOVERNMENT..... | 9 |
| FRAMEWORK FOR MAINSTREAMING GEDSI IN DISASTER MANAGEMENT AMONG NON-STATE ACTORS | 9 |
| PART 2: GEDSI ANALYSIS - IDENTIFYING VULNERABLE AND MARGINALISED GROUPS AS THE TARGET FOR A PROGRAM OR PROJECT INTERVENTION..... | 10 |
| STEP 1: UNDERSTANDING VULNERABILITY | 11 |
| STEP 2: APPROPRIATELY IDENTIFY VULNERABLE INDIVIDUALS | 11 |
| STEP 3: UNDERSTAND MARGINALISATION..... | 12 |
| STEP 4: UNDERSTAND HOW INDIVIDUALS AND GROUPS EXPERIENCE DISCRIMINATION AND MARGINALISATION..... | 12 |
| STEP 5: CONSIDER KEY DETERMINING FACTORS OF MARGINALIZATION IN CONTEXT | 12 |
| STEP 6: COLLECT THE DATA AND EVIDENCE..... | 13 |
| STEP 7: VERIFICATION PROCESS..... | 13 |
| PART 3: MAINSTREAMING GEDSI IN PROJECT CYCLE MANAGEMENT | 14 |
| WHAT IS GEDSI MAINSTREAMING IN PRACTICE? | 15 |
| HOW TO MAINSTREAM GEDSI INTO YOUR DISASTER MANAGEMENT PROJECT | 15 |
| REFERENCES..... | 17 |

List of Abbreviations

| | |
|----------|--|
| Bappenas | National Development Planning Agency |
| BPBD | Subnational Disaster Management Office |
| BNPB | National Disaster Management Agency |
| CEDAW | Convention on the Elimination of all Forms of Discrimination Against Women |
| CRPD | Convention on the Rights of Persons with Disabilities |
| CSO | Civil Society Organisation |
| DFAT | Australian Department of Foreign Affairs and Trade |
| DFID | UK Department for International Development |
| DPO | Disabled Persons Organisations |
| DRA | Disaster Risk Analysis |
| DRM | Disaster Risk Management |
| DRR | Disaster Risk Reduction |
| GBV | Gender-based Violence |
| GDD | Gender Disaggregated Data |
| GEDSI | Gender Equality, Disability and Social Inclusion |
| IASC | Inter-Agency Standing Committee |
| IEC | Information, Education, Communication |
| LGBTQIA | Lesbian, Gay, Bisexual, Transgender, Queer, Intersex, Asexual |
| MSS | Minimum Service Standards (for Disaster Management) |
| MoHA | Ministry of Home Affairs |
| MoSA | Ministry of Social Affairs |
| MoWCP | Ministry of Women's Empowerment and Child Protection |
| WRO | Women's Rights Organisation |
| UNCRPD | United Nations Convention on the Rights of Persons with Disabilities |

Part 1: Introduction to Disaster Management Policies, Regulations, Guidelines, and Institutions to Guide Gender Equality, Disability, and Social Inclusion Mainstreaming in Disaster Management in Indonesia

In this section, you will find:

- ✓ Legal foundations for GEDSI mainstreaming in disaster management
- ✓ Institutional framework of GEDSI mainstreaming by government
- ✓ Overview of the roles of non-government actors in GEDSI mainstreaming in disaster management

Legal Foundations for GEDSI Mainstreaming in Disaster Management¹

The **Constitution** recognises all people have the right to rescue, evacuation, security, health care, and psychosocial support during a disaster. Priority is given to babies, toddlers, children, pregnant mothers, breastfeeding mothers, people with disability and the elderly.

- The policy and regulatory derivatives are contextualised into sectoral laws and regulations, including in reference to GEDSI in disaster management

Mainstreaming is the effort to ensure that the implementation of laws, policies, and regulations are inclusive, whereby the rights and needs of vulnerable and marginalised groups are recognised and addressed, and that implementation enhances the capacity of those groups in disaster management processes.

- GEDSI mainstreaming in disaster management is challenged by the reality that two key regulations (Head of BNPB Regulation Number 13/2014 on Gender Mainstreaming in Disaster Management and Regulation No. 14/2014 on the Handling, Protection and Participation of People with Disability in Disaster Management) cannot be enforced outside of BNPB's implementation authority. As such, the enforcement of GEDSI mainstreaming in disaster management at the subnational level must be undertaken via the Ministry of Home Affairs (see Institutional Framework below)

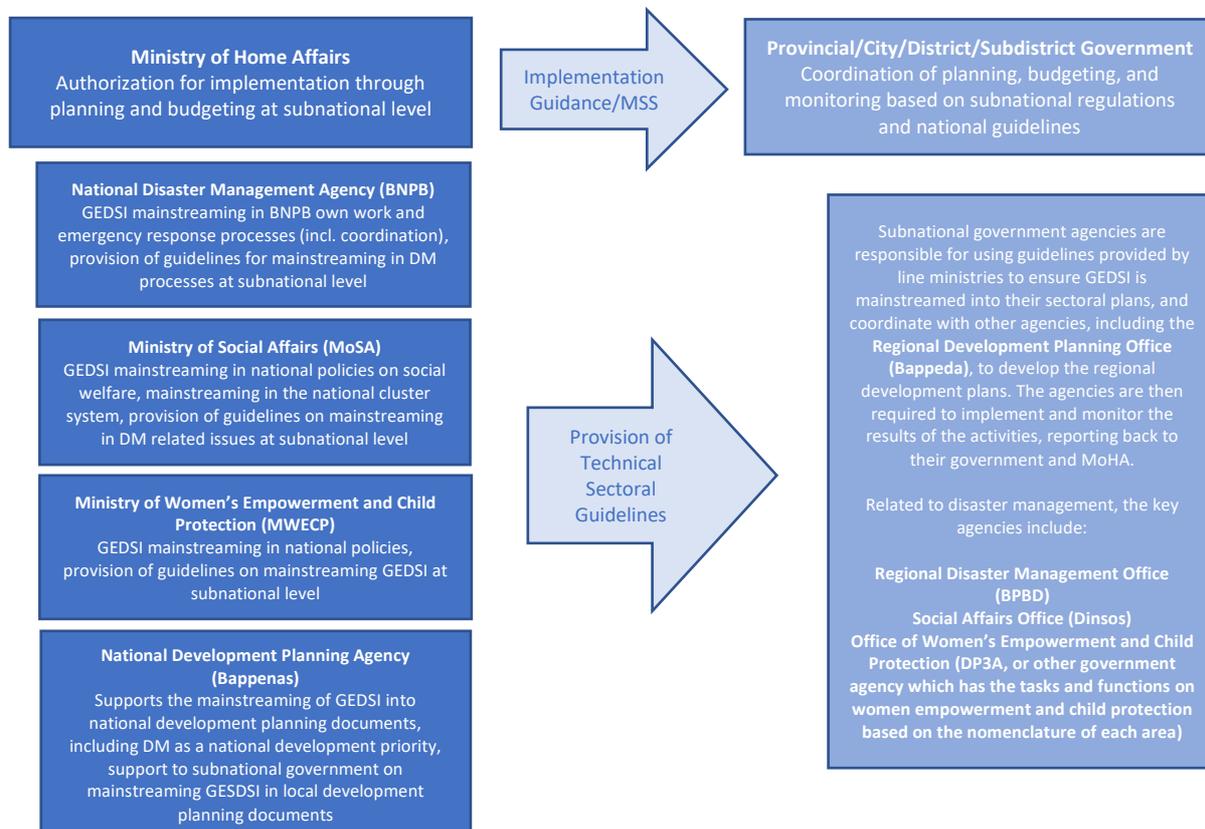
¹ As of February 2022

The Government of Indonesia has passed several laws and regulation that mainstream and guarantee the rights and needs of vulnerable and marginalised groups in the disaster management sector. The following laws, government, ministerial, and agency regulations are applicable in mainstreaming GEDSI into disaster management program and project implementation:

| Laws | Ministerial Regulations |
|---|---|
| <ul style="list-style-type: none"> ▪ Law Number 24/2007 on Disaster Management ▪ Law Number 11/2009 on Social Welfare ▪ Law Number 8/2016 on People with Disability ▪ Law Number 17/2016 on Child Protection | <ul style="list-style-type: none"> ▪ Minister of Home Affairs Regulation Number 100/2018 on the Application Minimum Service Standards in Disaster Management ▪ Minister of Home Affairs Regulation Number 101/2018 on the Basic Service Technical Standards for Minimum Service Standards for Districts and Cities ▪ Regulation of the Head of the National Disaster Management Agency Number 13/2014 on Gender Mainstreaming in the Disaster Management Sector ▪ Regulation of the Head of the National Disaster Management Agency Number 14/2014 on the Handling, Protection and Participation of People with Disability in Disaster Management ▪ Regulation of the National Agency Disaster Management Agency Number 3/2018 on the Handling of Displaced Persons in Emergency Situations ▪ Minister of Women's Empowerment and Child Protection Regulation Number 13/2020 on the Protection of Women and Children from Gender Based Violence in Disaster ▪ Minister of National Development Planning Regulation Number 3/2021 on the Implementation of Government Regulation Number 70/2019 on the Planning, Implementation, and Evaluation to Respect, Protect and Fulfil the Rights of People with Disability |
| <p style="text-align: center;">Government Regulations</p> <ul style="list-style-type: none"> ▪ Regulation Number 21/2008 on the Implementation of Disaster Management ▪ Regulation Number 22/2008 on the Funding and Management of Disaster Assistance ▪ Regulation Number 2/2018 on Minimum Service Standards for Disaster Management ▪ Regulation Number 52/2019 on the Provision of Social Welfare for People with Disability ▪ Regulation Number 59/2019 on the Coordination and Implementation of Child Protection ▪ Regulation Number 70/2019 on the Planning, Implementation, and Evaluation to Respect, Protection and Fulfil the Rights of People with Disability ▪ Regulation Number 42/2020 on the Access to Shelter, Public Services and Protection from Disaster for People with Disability • National Standard Number 7937:2013 on Humanitarian Assistance in Disaster | |
| <p style="text-align: center;">Presidential Regulations</p> <ul style="list-style-type: none"> • Presidential Regulation Number 87/2020 on the Master Plan for Disaster Management 2020–2044 | |

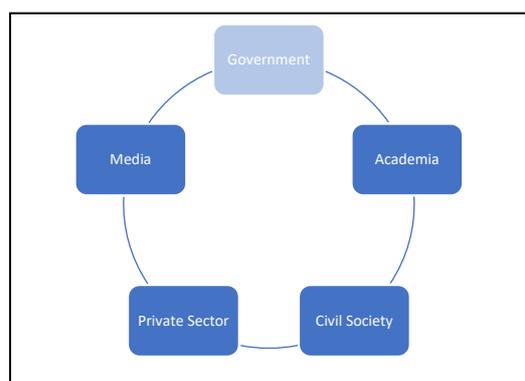
Institutional Framework for GEDSI Mainstreaming by Government

All government ministries and agencies have mandates on GEDSI and supporting GEDSI mainstreaming. In the disaster management sector, the below institutions have critical roles:



Framework for Mainstreaming GEDSI in Disaster Management among Non-state Actors

BNBP is promoting a 'pentahelix' or multi-stakeholder strategy to disaster management, leveraging the knowledge, resources, and networks of non-government actors to improve community resilience to disasters.



Benefits of a multi-stakeholder approach to DM and roles in GEDSI mainstreaming:

Academia can share findings from research on the impacts of disaster and recommendations to improve DM for vulnerable and marginalised groups

Civil society can work closely with communities to identify vulnerable and marginalised groups, mainstreaming GEDSI approaches to ensure participation and equal benefit from projects

Private sector can ensure that services and infrastructure are accessible to vulnerable and marginalised groups, especially PwD

Media can ensure that communications are clear, verified, and accessible to all groups

Part 2: Identifying Vulnerable and Marginalised Groups as the Target for a Program or Project Intervention

In this section, you will find:

- ✓ Step by step guidance to identifying beneficiaries and analysing barriers including:
 - Definitions of vulnerability and marginalisation
 - Criteria for identifying vulnerable individuals and marginalised groups
 - Collecting baseline and context data and information

Step 1: Understanding vulnerability



Vulnerability is a social construction, highly contextual, and varying between social groups. Vulnerability has temporal, spatial, and situational dimensions characterized and identified by several attributes, contexts, or membership in a certain group.

Adapted from "Capacity and Vulnerability Assessment." Assessments are best supported by a capacity appraisal.

Step 2: Appropriately identify vulnerable individuals



Children

- Child without companion or separated from family or guardian(s)
- Children accompanied by parents, other family members or guardian(s)



Women, Gender Identity, and Sexual Orientation

- Pregnant woman or child
- Breastfeeding mother
- Female Head of Family
- Caregiver (of a child(ren), elderly or person with disability)
- Women at risk of or experiencing sexual or gender-based violence sexual
- Adults or children who experiencing domestic violence, exploitation, or abuse
- People at risk of experiencing violence due to sexual orientation sexual and/or identity gender (LGBTI: lesbian, gay, bisexual, transgender or intersex)



Physical or Mental Health Disability

- Those experiencing mental health issues
- People with a physical disability
- The elderly
- Those addicted to illegal substances
- People with HIV



Those in Need of Specific Legal Protections

- Refugees and asylum seekers
- Internally displaced persons
- Victims of torture and trauma
- Victims of violence sexual or gender based or crime violence other
- Victims of human trafficking
- People without citizenship
- Illegal migrant workers
- The poorest/unregistered citizens

Step 3: Understand marginalisation

Marginalisation is a *discriminatory process directed at a group or powerless individual* to protect self/group interests. It is multidimensional in character, as people can be marginalized because many factors, including sexual orientation, gender, geography, ethnicity, religion, displacement status, conflict, or disability. Marginalisation is sometimes referred to as social exclusion as it restricts the marginalized group's access to rights, power, and opportunity.

Adopted from "Defining marginalized; DFID's Leave no one behind agenda", UK AID DIRECT

Step 4: Understand how individuals and groups experience discrimination and marginalisation



Political

- Political marginalization is often experienced by groups who are ethnic or religious minorities, or who are geographically isolated from the political centre of a country.

•Criteria:

- ✓ Location (urban, rural, remote), conflict area, etc.
- ✓ Policies which exclude specific groups



Social

- Social discrimination and marginalization are often experienced by groups and individuals based on age, gender, sexual orientation, language, disability, or legal status.

•Criteria

- ✓ Age
- ✓ Gender/gender identity
- ✓ Disability
- ✓ Ethnicity, language, religion
- ✓ Legal status



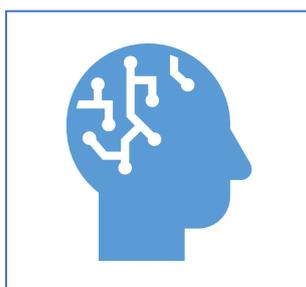
Economic

- Economic marginalization is often experienced by groups and individuals who are prevented from accessing their economic rights and opportunities for income.

•Criteria:

- ✓ Poverty
- ✓ Stigmatization of profession or livelihood
- ✓ Legal status due to internal migration

Step 5: Consider key determining factors of marginalization in context

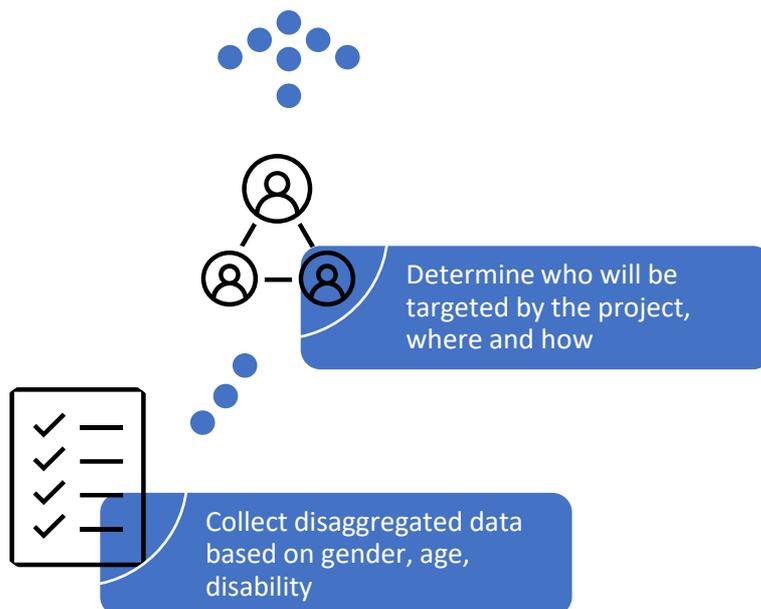


Consider the political, social, and economic factors which are contributing to vulnerability and marginalisation in your implementation area

Determine obstacles that stand in the way reach/access vulnerable individuals and marginalised groups

Consider how different types of marginalisation intersect and multiply vulnerability.

Step 6: Collect the data and evidence



Step 7: Verification Process



Work with community representatives or advocates to identify those who may not have been “detected” in the data collection process. Most vulnerable individuals and marginalized groups are not visible in conventional data collection processes because they are not legally registered or have been hidden by their family/care givers.

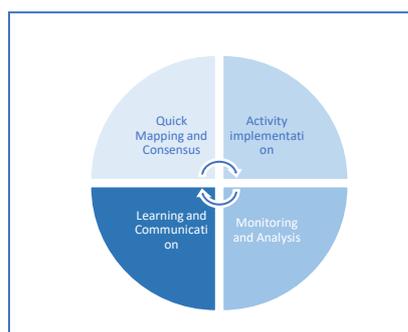
Part 3: Mainstreaming GEDSI in Project Cycle Management²

In this section, you will find:

- ✓ An explanation of GEDSI mainstreaming in practice
- ✓ Step by step guidance on mainstreaming GEDSI into your disaster management project

² SIAP SIAGA Program Gender Equality, Disability and Social Inclusion Checklist, Ver.2, Nov 2021

What is GEDSI mainstreaming in practice?

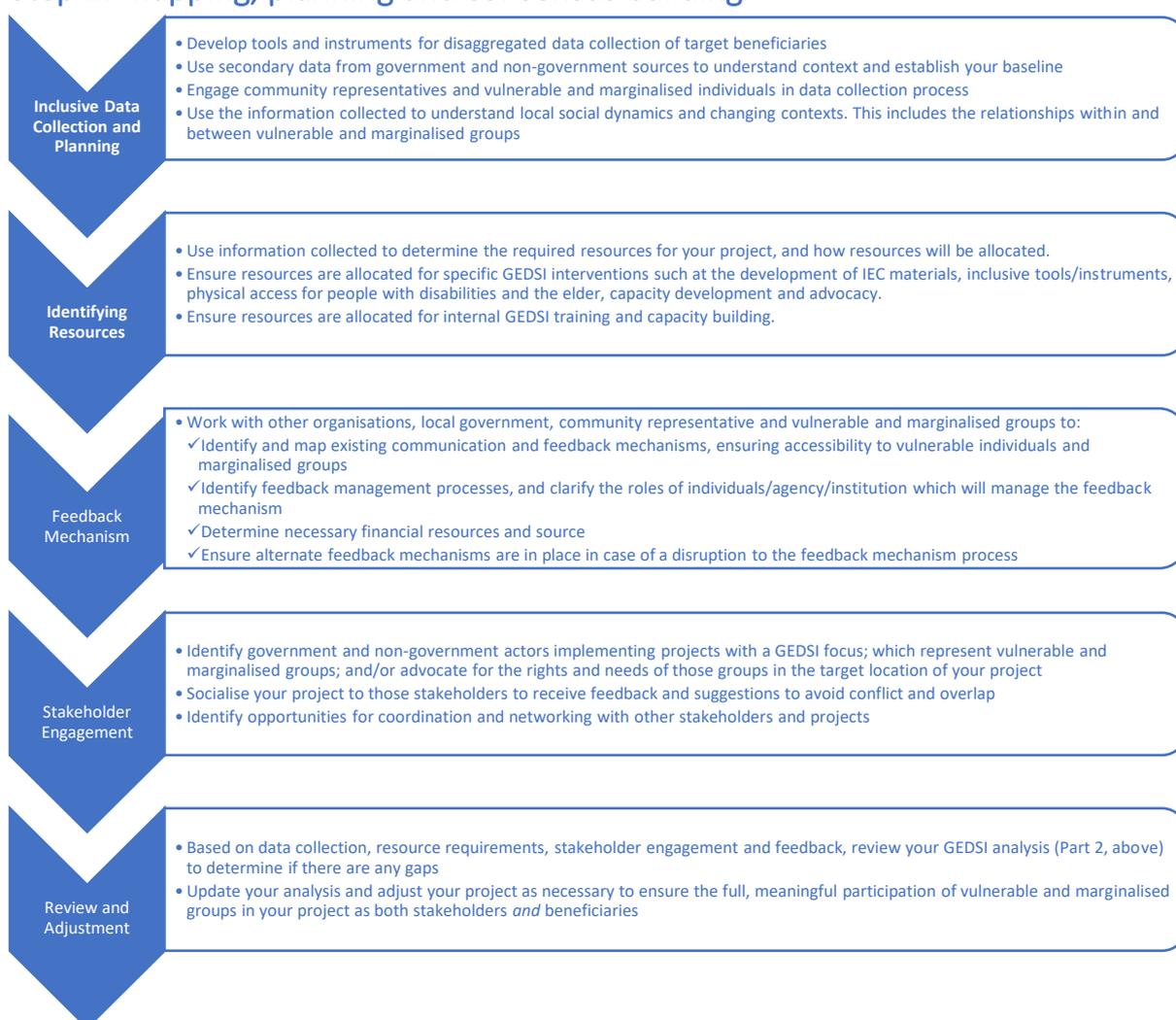


The aim of GEDSI mainstreaming is to ensure the equal impact and benefit from all policies and programs for all beneficiaries regardless of background, status, or vulnerability: women, female head of family, person with disability, child, the elderly, religious, ethnic, or linguistic minority, legal status, or location. GEDSI mainstreaming is therefore critical at each stage of project

implementation, to ensure that a project targets, includes and impacts vulnerable individuals and marginalised groups equally.

How to mainstream GEDSI into your disaster management project

Step 1: Mapping, planning and consensus building



Step 2: Activity Implementation



Step 3: Monitoring and Learning



Monitoring

- Have qualitative and quantitative GEDSI indicators
- Enumerators should be trained on data collection ethics and how to interact with vulnerable and marginalised groups



Analysis

- Use disaggregated indicator data to continually assess context, access, participation, impact
- Utilise information from feedback mechanism to further assess positive and/or negative impacts on vulnerable and marginalised groups
- In cases of reported GBV, guarantee the privacy of the complainant, cooperate closely with relevant government office



Learning

- Use monitoring data and results of analysis to continually refine and adjust your project to allow for increased access to and impact on vulnerable and marginalised groups
- Collect information on good practices on involving vulnerable and marginalised groups as stakeholders as well as beneficiaries in project management and activity implementation
- Use learning to work with local authorities to improve government GEDSI mainstreaming efforts in disaster management

References

- Australian Government, Department of Foreign Affairs and Trade.** (2015), *Indigenous Peoples Strategy 2015–2019, A framework for action*
- Australia Government, Department of Foreign Affairs and Trade.** (2016), *Humanitarian Strategy*
- Australia Government, Department of Foreign Affairs and Trade.** (2016), *Development for All Strategy for Strengthening Disability-Inclusive Development in Australia's Aid Program 2015–2020*
- Australia Government, Department of Foreign Affairs and Trade.** (2016), *Disability Action Strategy 2017 – 2020*
- Australia Government, Department of Foreign Affairs and Trade.** (2016), *Gender Equality and Women's Empowerment Strategy 2016*
- Australia Government, Department of Foreign Affairs and Trade.** (2018), *Child Protection Policy*
- Australia Government, Department of Foreign Affairs and Trade.** (2019), *Environmental and Social Safeguard Policy.*
- IFRC** (1996). *Capacity and Vulnerability Assessment. Toolbox*
<https://reliefweb.int/sites/reliefweb.int/files/resources/98C04BA0F4ACDC34C1256C7C003D4D59-ifrc-Toolbox-oct96.pdf>
- Oxfam** (2010), *Gender, Disaster Risk Reduction, and Climate Change Adaptation: a learning companion.* www.gdnonline.org/resources/OxfamGender&ARR.pdf
- Republic of Indonesia** (1945). 1945 Constitution
- SDR** (2009). *Making Disaster Risk Reduction Gender-Sensitive.* Policy and Practical Guidelines (UNISDR, UNDP, IUCN). Including: checklist for gender-sensitive risk assessment
www.unisdr.org/preventionweb/files/9922_MakingDisasterRiskReductionGenderSe.pdf
- SIAP SIAGA Program.** (2021). GEDSI Checklist
- United Nations.** (2006). *Preamble.* Retrieved July 2018, from *Convention on the Rights of Persons with Disabilities (CRPD)*
<https://www.un.org/development/desa/disabilities/convention-on-the-rights-of-persons-with-disabilities/preamble.html>
- UK Aid Direct** Defining marginalised; DFID's Leave no one behind agenda.
- World Health Organisation.** (2011). *World report on disability.* Retrieved July 2018,
http://www.who.int/disabilities/world_report/2011/en/
- WHO/EHA.** (1999). *Emergency Health Training Programme for Africa*
https://apps.who.int/disasters/repo/13849_files/m/vulnerability.pdf
- United Spinal Association.** (2003). *Disability Etiquette*