Placing Gender Equality and Social Inclusion as the Foundation of Disaster Management

Marginalized Groups are the Most Vulnerable in Disaster Management

Indonesia is exposed and vulnerable to the impacts of disasters, with research showing that between 2003-2010, disasters have disproportionately impacted the poorest and those just above the poverty line, including negative impacts on livelihoods, education and health.[1] People with the least are more likely to experience the greatest loss due to a lack of access to essential services and protection mechanisms, such as social protection and safety nets and health care.[2] Multiple factors, such as sexual orientation, gender, geography, race, ethnicity, religion, settlement status or disability can marginalize people, with people moving in and out of certain groups and/or falling into one or more groups simultaneously.[3]

Why Does Mainstreaming GESI in Disaster Management Remain a Challenge?

Indonesia's regulatory framework on gender equality and social inclusion (GESI) in disaster management is relatively mature. Several laws and regulations have been enacted related to gender and vulnerable groups within disaster management sector:

- Law No. 24/2007 on Disaster Management which ensures a non-discrimination approach to protection, support, and humanitarian aid for survivors of disasters.
- Government Regulation No. 2/2008 on Handling Disaster Management defines vulnerable groups and regulates initiatives on disaster risk reduction, and protection for vulnerable groups during disaster response.

- Head of BNPB Regulation No. 13/2014 on Gender Mainstreaming in Disaster Risk Management ensures the fulfillment of the rights and needs of men and women in times of disaster.
- Head of BNPB Regulation No. 14/2014 on Handling, Protection and Participation of People with Disabilities in Disaster Risk Management provides guidelines on handling, protecting and involvement of people with disabilities before, during and after disasters.
- Government Regulation No. 21/2018 on Minimum Service Standards regulates the minimum services to be delivered by government agencies before, during and after disasters in terms of health, shelter, information on disaster, search and rescue, disaster risk reduction, and protection and social security of disaster survivors.

Nevertheless, perceptions, attitudes, and behaviour that lead to stigmatization and stereotyping of women, people with disability and other marginalized groups, as well as social and cultural norms that rationalize passive marginalization, have resulted in the low political prioritization for meaningful participation of these groups in decision making. The impact has been poorly implemented and rarely enforced regulations on GESI mainstreaming in disaster management, resulting in sometimes inappropriate and poorly targeted assistance.

Accountability: The Missing Link to an Inclusive Approach to Disaster Management

An inclusive approach[4] to disaster management is crucial in allowing the rights and needs of marginalized people to

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[1] Disaster Risk Reduction in The Republic of Indonesia: Status Report 2020. (2020). United Nations Office for Disaster Risk Reduction (UNDRR), Regional Office for Asia and the Pacific. Page 9.
[2] Disaster Risk Reduction in The Republic of Indonesia: Status Report 2020. (2020). United Nations Office for Disaster Risk Reduction (UNDRR), Regional Office for Asia and the Pacific. Page 9-10.
[3] Adopted from https://journalofethics.ama-assn.org/article/why-marginalization-not-vulnerability-can-best-identify-people-needspecial-medical-and-nutrition/2018-10.

[4] It is an integrated approach to ensure the effective and meaningful participation of all groups and individuals that are considered the most vulnerable to risks, to create and improve the resilient community. It can also be addressed as the five mandates of inclusion by referring to "Panduan Praktis: Penerapan Mandat Inklusi dalam Penanggulangan Bencana", ASB Indonesia and the Philippines, 2018."

be included, respected, acknowledged, and accepted in the process of building community resilience. SIAP SIAGA has identified six key principles that can facilitate effective inclusion in disaster management:

Understanding the vulnerabilities and needs of vulnerable groups. This requires disaggregated quantitative and qualitative data by gender, age, and type of disability to identify specific vulnerabilities and be able to provide appropriate protection and access to services in all phases of disaster management.

Inclusion and participation. Integrated and effective capacity building on equality and inclusion needs to be reinforced by institutions to support and strengthen the sustainability of community resilience and disaster risk reduction. It is also important for communities, particularly the most marginalized and vulnerable, to have adequate knowledge of, and to participate meaningfully in, the activities undertaken in preparedness and mitigation, disaster emergency response, and recovery phases through planning, implementation, monitoring and evaluation.

Accessibility. Ensure that all people have capacity to contribute actively and take decisions as well make choices for their lives, and that the environment ensures access to information, communication, facilities, services, policies/regulatory are universal, leaving no one behind.

Clarity on process and responsibility for planning and budgeting. Ensuring the coherence and completeness of the current regulations on gender and inclusion in disaster planning, budgeting, and monitoring processes within all state ministries/national agencies particularly that relate to DRM.

Accountable leadership. Leadership on the importance of gender and inclusion in DRM requires the commitment on achieving and realizing as well as measuring the progress systematically.

Appropriate mechanisms for feedback. the duty bearers, have the duty to ensure information related to DRM and its assistance reaches marginalized groups and to empower these groups in all DRM stages. Additionally, it is important to gather feedback from communities, particularly from women, people with disability, youth, and other minorities that are categorized as marginalized or vulnerable groups. This can be done through developing formal grievance and feedback mechanism and/or to activate various existing communication channels that will support the process.

SIAP SIAGA's GESI Strategy for Mainstreaming GESI in Disaster Management

SIAP SIAGA has developed a GESI Strategy that centres on collaboration with government institutions at national and sub-national levels as well as civil society partners to create space through the implementation of activities around the six key principles of inclusion detailed above. The GESI Strategy identifies entry points where change can take place and facilitates stakeholder engagement and learning. The strategy is broken down into several objectives:

- Support coordination and communication on GESI mainstreaming among national and sub-national government institutions and other penta-helix actors to **improve understanding of the scope of and opportunities for GESI mainstreaming**.

- Support all partners to **establish reliable data and information systems** (whether primary or secondary) to enhance the communication and accountability through more evidence-based decision making.

- Actively engage government stakeholders to **strengthen the application of GESI aspects in existing regulations** and resolve regulatory conflicts and gaps as they are identified.

- **Encourage leadership** among government and civil society partners related to their mandates on GESI, including empowering representatives from vulnerable and marginalized groups to take on leadership roles.

- Leveraging civil society, particularly those representing marginalized groups, to **feedback into policy making and planning** and to strengthen resilience in communities.

By focusing on a process-based strategy, rather than activity targets, SIAP SIAGA is better able to respond to emerging needs and issues related to GESI mainstreaming in the DRM sector. An adaptive GESI strategy which focuses on the DRM system rather than operational targets is experimental but potentially more sustainable in terms of positive impactful change towards inclusive DRM in Indonesia.

For more information:
SIAP SIAGA - C/O Palladium Indonesia
Ratu Plaza Building. Jl. Jend. Sudirman, Jakarta Pusat, DKI Jakarta 10270.
Phone: +62 217206616 Loui Thenu – Communications and Public Affairs Adviser
loui.thenu@thepalladiumgroup.com

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