WOMEN'S LEADERSHIP AND PARTICIPATION IN ADDRESSING CONFLICT RISKS AND PROMOTING DISASTER PREPAREDNESS: A SCOPING STUDY IN INDONESIA, PHILIPPINES AND VIET NAM

WOMEN'S LEADERSHIP AND PARTICIPATION IN ADDRESSING CONFLICT RISKS AND PROMOTING DISASTER PREPAREDNESS: A SCOPING STUDY IN INDONESIA, PHILIPPINES AND VIET NAM

TABLE OF CONTENTS

ABBREVIATIONS AND ACRONYMS

ASEAN	Association of Southeast Asian Nations
BARMM	Bangsamoro Autonomous Region in Muslim Mindanao (Philippines)
BNPB	National Disaster Management Agency (Indonesia)
BPBD	Regional Agency for Disaster Management (Indonesia)
CBDRM	Community-based Disaster Risk Management (Viet Nam)
CEWERS	Conflict Early Warning and Early Response System (Indonesia)
COVID-19	Coronavirus disease
CSO	Civil society organization
DRM	Disaster risk management
DRRM	Disaster risk reduction and management
EWS	Early warning system
Kemenko PMK	Coordinating Ministry for Human Development and Cultural Affairs (Indonesia)
KSP	Coordination, Synchronization and Control (Indonesia)
MoWECP	Ministry of Women's Empowerment and Child Protection (Indonesia)
NAP	National Action plan
NAP-WPS	National Action Plan on Women, Peace and Security (Philippines)
NDRRMP	National Disaster Risk Reduction and Management Plan (Philippines)
NDRRMC	National Disaster Risk Reduction and Management Council (Philippines)
NGO	Non-governmental organization
NSCNDPC	National Steering Committee for National Disaster Prevention and Control (Viet Nam)
OPAPRU	Presidential Adviser on Peace, Reconciliation and Unity (Philippines)
P3AKS	Protection and Empowerment of Women and Children in Social Conflict (Indonesia)
RA	Republic Act (Philippines)
RAD P3AKS	Regional Action Plan for the Protection of Women and Children Empowerment in Social Conflict (Indonesia)
RAP-WPS	Regional Action Plan on Women, Peace and Security (Philippines)
UN Women	The United Nations Entity for Gender Equality and the Empowerment of Women
VDMA	Viet Nam Disaster Management Authority (Viet Nam)
VINASARCOM	National Committee for Incident, Disaster Response, Search and Rescue (Viet Nam)
WPS	Women, Peace and Security

EXECUTIVE SUMMARY

The impacts of multiple, overlapping crises arising from climate change, pandemics and conflict disproportionately affect women, exacerbate existing inequalities and deepen power imbalances. These factors must be incorporated into the design and implementation of disaster and conflict risk management initiatives. Sharpening the gender lens in disaster and conflict responses requires recognizing that women perform many roles in disaster and conflict prevention, have access to different information and services, and are impacted differently — yet they are overwhelmingly excluded from decision-making processes and mechanisms.

To advance common outcomes across the humanitarian-development-peace nexus, UN Women conducted a scoping study in three Southeast Asian countries (Indonesia, Philippines and Viet Nam) on opportunities to use gender-responsive strategies and approaches to address conflict and security risk factors and disaster preparedness in a more integrated way.

The scoping study confirmed that disaster and conflict interact in complex ways and that an integrated lens is crucial in certain contexts where disaster, conflict or security risks are present. For example, in both Indonesia and the Philippines, concerns were raised about the way violent extremist actors took advantage of post-disaster contexts to deepen division and increase recruitment. The scoping also confirmed that efforts to increase women's participation in decision-making and to expand gender mainstreaming continue to face similar, persistent challenges, including a lack of gender-disaggregated data, limiting social norms and gaps between policy and practice.

The scoping identified a number of **key barriers** to the achievement of a consistent, integrated and inclusive approach to gender mainstreaming across disaster and conflict risk management:

- Global, regional, national and subnational policy and regulatory frameworks address disaster risk and conflict risk separately. This results in a siloed approach, with separate actors and responsible parties working independently of each other;
- Similarly, the primary institutions responsible for implementing these frameworks and managing disaster and conflict risks (and gender mainstreaming therein) are different actors who largely operate independently;
- The level of gender mainstreaming varies across policies and frameworks, in some cases hardly addressing women's inclusion or their specific needs and, in some cases in a very limited way through the lens of protection, vulnerability and violence against women (as opposed to emphasizing their agency and potential for participation and leadership);
- Women are commonly grouped together with children as a vulnerable group;
- There is limited availability of disaggregated data, limited capacities of staff to mainstream gender-responsive approaches in the face of crises, and budgeting issues that result in policies not being implemented;
- Inconsistent translation of national policies to subnational levels and limited feedback loops for local-level implementation realities to inform national policy development;
- There are persistent gaps in reaching and engaging women in formalized disaster and conflict preparedness and early warning systems and mechanisms; and
- Disaster and conflict risk management institutions lack women's representation in high-level positions.

The scoping also identified **opportunities and entry points** for strengthening the integration of disaster and conflict prevention/preparedness, the consistent inclusion of women's leadership and gender mainstreaming. These include:

- The existence of strong policy and regulatory frameworks (even if siloed) for disaster and conflict risk management. Some frameworks include gender mainstreaming provisions that can be strengthened and used as entry points for bolstering women's leadership and fostering cross-sectoral collaboration;
- The existence of cross-sectoral and inter-ministerial committees and bodies that can be leveraged for consistent and coherent gender mainstreaming efforts. The analysis found similar set-ups in the three countries, where there are coordinating committees with inter-ministerial and inter-agency representation, such as Kemenko PMK (Coordinating Ministry for Human Development and Cultural Affairs) and the Working Group for the Protection and Empowerment of Women and Children in Social Conflict in Indonesia; the National Steering Committee on Women, Peace, and Security in the Philippines; and VINASARCOM (National Committee for Incident, Disaster Response, Search, and Rescue) and NSCNDPC (National Steering Committee for National Disaster Prevention and Control) in Viet Nam;
- Another key set of institutions with a mandate that straddles gender in disaster and conflicts are national women's or gender machineries. However, to meaningfully engage, they require investment and technical support; and
- Existing community-based practices that have proven, successful models, especially around early warning, can be leveraged, further strengthened and scaled up as models for both disaster and conflict early warning and management (see chapter 4).

Recommendations based on the scoping study are:

1. Address siloed approaches to disaster and conflict risk management in order to improve the consistency of gender mainstreaming in both sectors and the humanitarian-development-peace nexus:
    - Strengthen the capacity of national women's machineries to provide technical support to relevant gender mainstreaming implementing bodies and ensure that adequate financial resources are available to support them in fulfilling these functions;

- Develop community-level gender and risk analyses, including through feminist participatory action research, to inform the implementation of disaster risk management and conflict risk management regulatory frameworks; and
- Strengthen existing cross-sectoral and inter-ministerial committees and bodies that have representation from both disaster preparedness and conflict prevention actors in order to improve the consistency and coherence of gender mainstreaming efforts.

2. Ensure consistent gender mainstreaming and women's leadership across all existing conflict risk and disaster preparedness policy and regulatory frameworks:
    - Conduct a gender audit of laws and policies in order to assess whether they a) were informed by, or developed with, the engagement of women's organizations; b) reflect strategic commitments to gender equality; c) contain mechanisms that monitor the implementation of gender commitments; and d) provide an adequate budget for targeted activities towards achieving gender equality;
    - Use the gender audit results to inform the development of plans and policy regulatory frameworks (using specific gender action plans if required for existing policies);
    - Build capacities regarding gender mainstreaming in disaster and conflict risk management, including cross-sectoral mechanisms ranging from staff-level to senior and leadership positions at relevant government institutions and NGOs, taking into account frequent governmental staff rotation and political transition;
    - Ensure that gender-responsive practices are used to allocate and track budgets;
    - Strengthen the availability of sex-disaggregated data and the use of qualitative gender analysis in disaster and conflict-affected contexts.

3. Address the limited space for women's leadership in early warning and other formal risk management mechanisms:

- Provide flexible and continuous funding to women's civil society organizations that work across issues and sectors, including overhead funding to address gender-specific security risks;
- Make demand-based training available to partner organizations, especially to local women's organizations. Such training should include follow-up funding to help put the training into action;
- Ensure and enforce quotas for women's representation in existing community-based disaster risk management programmes, both in management bodies and deliberation processes;
- Increase coordination and synergy between government efforts and community-level work. This can include public-private partnerships and the development of collaboration platforms that are dedicated to gender mainstreaming in formal early warning and risk management mechanisms;
- Support and enable locally lead efforts, taking into account local governance structures and platforms; and
- Upscale existing good practices that have successfully engaged women and other disadvantaged groups at the community and national levels.

A Peace Village meeting in East Java, Indonesia, 2022. Photo: UN Women/Satu Bumi Jaya

1

INTRODUCTION: CONTEXT, OBJECTIVES AND METHODOLOGY

The past twenty years of implementing the Women, Peace and Security (WPS) agenda in the disaster-prone context of the Asia-Pacific region have shown that women are often on the front lines of crisis response. They have also shown that efforts to promote and support women's participation in peace and security must span the entire spectrum, from conflict and crisis prevention, preparedness and response through to post-disaster and post-conflict recovery contexts.

There is a broad consensus that gender equality is critical to achieving the individual elements of the humanitarian-development-peace nexus. However, the lack of an overarching strategic framework or vision for gender mainstreaming across the triple nexus means that initiatives undertaken in each element of the nexus risk lacking coherence and coordination with other parts of the nexus.[1] Furthermore, notwithstanding the progress that international normative frameworks governing peace and security, disaster risk reduction and development have made in advancing gender equality commitments, reviews of these frameworks continue to highlight key gaps and areas for further action, particularly in catalysing and sustaining the meaningful participation of diverse women and girls across the nexus.[2]

In May 2022, the Bali Agenda for Resilience (adopted at the Global Platform for Disaster Risk Reduction) recognized that disaster risk management (DRM) "should be integrated into the humanitarian-peace-development nexus to overcome the protracted and recurrent nature of crises." It also recognized that flexible, predictable and multi-year funding for risk reduction in countries affected by conflict could yield mutually reinforcing outcomes in reducing disaster risk and in sustaining peace.[3] The Bali Agenda also noted that more could be done to strengthen gender equality in reducing disaster risk, and that "greater investment in women-led civil society organizations and networks should be facilitated for their meaningful participation in and influence on decision-making."

Closing the leadership and participation gap for women and girls along the triple nexus is especially critical in Southeast Asia, which constitutes one of the most disaster-prone regions in the world.[4]

---

1   Inter-Agency Humanitarian Evaluation. 2021. Review of progress on mainstreaming gender equality and the empowerment of women and girls into the Humanitarian, Development, and Peace Nexus Agenda.
2   UN Women. 2020. Women, Peace and Security in Asia-Pacific, 20 Years on; UN Women (2020). Review of gender-responsiveness and disability-inclusion in DRR in Asia and the Pacific.

3   Global Platform for Disaster Risk Reduction. 2022. Bali Agenda for Resilience: Co-Chairs Summary.
4   UN ESCAP. 2019. The Disaster Riskscape Across South-East Asia.

Emerging research points to the complex ways in which disasters and social conflict interface in the region. For example, extremist groups in the region have used the distribution of post-disaster assistance to recruit members.[5]

Disasters exacerbate the vulnerability of women and girls in conflict-prone areas. Research has highlighted that conflicts and disasters have disproportionate and gender-specific impacts on women and girls and that crises often exacerbate existing unequal gender relations and power structures.[6] Moreover, although women play key roles on the front lines of crisis response,[7] their leadership and participation are consistently under-documented and under-resourced.[8]

To better understand the implementation of the humanitarian-development-peace nexus in the region, UN Women conducted a scoping study in three Southeast Asian countries (Indonesia, Philippines and Viet Nam) on opportunities to use gender-responsive strategies and approaches to address conflict and security risk factors and disaster preparedness in a more integrated way. Overall, this research brief resulting from the scoping study aims to:

1. Present the interconnectedness between social disaster and conflict risk in the context of Southeast Asia, including the relevant governing frameworks;
2. Identify key lessons learned and opportunities to advance common outcomes in conflict prevention and disaster preparedness from a gender-responsive lens; and
3. Provide recommendations to ensure women's leadership and participation across the humanitarian-peace-development nexus with a specific focus on disaster and conflict preparedness.

This research brief builds on a desk review of secondary sources, including policy analysis documents, academic works and evidence, recent reports on each country, analysis conducted by development partners and programme documentation. Relevant stakeholders in the three countries were identified and mapped, including: i) existing capacities of key actors to implement gender-responsive measures in disaster and conflict risk management; ii) existing vertical (national-local) and horizontal (cross-ministerial and cross-departmental) cooperation mechanisms in implementing gender measures in the two sectors; and iii) non-governmental actors, such as civil society organizations (CSOs) and private organizations with existing experience and expertise in the two areas.

Stakeholder consultations to identify practical issues and entry points were held in the three countries. Consultation participants included 115 stakeholders from diverse backgrounds, such as government, CSO, international organization, academia and private organization representatives. Table 1 presents the distribution of stakeholder consultation participants by sex and background.

---

5 See examples from the Lombok 2018 earthquake in UN Women & Empatika (2022). Review and Scoping Study of the Peace Villages Initiative in Preventing Violent Extremism in Indonesia.
6 UN Women. 2022. Gender and Age Inequality of Disaster Risk in Southeast Asia.
7 Action Aid. 2018. Women are the most effective emergency responders.
8 UN Women. 2022. Gender and Age Inequality of Disaster Risk in Southeast Asia.

TABLE 1

Stakeholder Consultation Participant Demographics (115 total participants)

Country	Female		Male		
Indonesia	90%		10%		
Philippines	92%		8%		
Viet Nam	81%		19%		

Country	Government	CSO	International Organization	Academics	Private organization
Indonesia	23%	25%	43%	2%	7%
Philippines	46%	23%	23%	-	8%
Viet Nam	17%	33%	14%	29%	7%

A Peace Village meeting in East Java, Indonesia, 2022. Photo: UN Women/Satu Bumi Jaya

2

POLICY AND REGULATORY FRAMEWORKS IN DISASTER AND CONFLICT RISK MANAGEMENT

A mapping and analysis were completed for the three countries in order to better understand existing governing frameworks and the extent to which they include gender provisions and provide linkages across disaster and conflict risk. Key findings are as follows:

All three countries have disaster and conflict risk management policy frameworks with at least some gender provisions. These frameworks provide opportunities to promote women's participation and leadership.

The three countries have at least some gender mainstreaming provisions integrated into conflict and/or disaster policies, demonstrating a minimum level of government awareness on these topics. However, the depth and level of gender mainstreaming and commitment to women's participation and leadership vary. In many policies, the primary focus in relation to gender is on protection; women are considered a vulnerable group. Some policies emphasize women's empowerment and participation and include specific provisions to these ends. A clear gap remains between policies as stated and their implementation.

Further, the separation and siloed approach to disaster and conflict may lead to missed opportunities for a consistent gender mainstreaming approach across sectors and policies, and opportunities for the expansion of successful gender mainstreaming approaches from one sector to the other.

Indonesia

Indonesia has provisions for mainstreaming gender in DRM at the strategic, regulatory and operational levels. At the strategic level, 'Indonesia's National Disaster Management Plan 2020-2024', a medium-term blueprint for Indonesia's DRM initiatives, identifies the practical objectives of gender main-streaming in disaster management. A stand-alone gender mainstreaming provision is also provided under the Head of BNPB (National Agency for Disaster Countermeasure) Regulation No. 13 of 2014 on Gender Mainstreaming in Disaster Management. This policy's indicators include women's access, participation, re-source control and decision-making. As a guideline for operationally implementing gender mainstreaming in disaster management, BNPB published the 'Roadmap for Gender Mainstreaming 2021-2024'.

For social conflict, Kemenko PMK (Coordinating Ministry for Human Development and Cultural Affairs) issued a regulation in 2021 on the 'National Action Plan (NAP) for the Protection and Empowerment of Women and Children in Social Conflict in 2020-2025' which provides a framework on women in conflict in Indonesia. Ministries/institutions are to use it as a reference in preparing an annual activity plan for the Protection and Empowerment of Women and Children in Social Conflict (P3AKS) and for local governments to use in preparing a Regional Action Plan for the Protection of Women and Children Empowerment in Social Conflict (*Rencana Aksi Daerah Perlindungan Pemberdayaan Perempuan dan Anak dalam Konflik Sosial/RAD P3AKS*).

The NAP has three pillars. The first pillar, preven-tion, aims to increase stakeholder awareness and to build institutional capacities to protect women and children in social conflicts. The second pillar, man-agement, aims to increase service accessibility and quality in managing social conflict. The third pillar, empowerment and participation, aims to empower women to participate in peacebuilding and increases children's awareness and understanding of peaceful conflict resolution from an early age. The third pillar

exemplifies an approach that considers women not just as vulnerable victims in conflict resolution but also as agents of change, thus highlighting the need to ensure women's empowerment and participation in the framework.

In addition, the umbrella law of handling social conflict in Indonesia, Law No. 7 of 2012 on Handling of Social Conflict, adopts gender equality principles. Law No. 7 stipulates that women make up at least 30 per cent of social conflict resolution task forces at community level. Monitoring data on the implementation of this aspect has not yet been made publicly available.

A leading young voice in one of the Peace Villages in East Java, Indonesia, 2022. Photo: UN Women/Satu Bumi Jaya

Philippines

Under the DRM framework in the Philippines, the Disaster Risk Reduction and Management Act of 2010 (RA 10121), puts women's participation as a central topic. The law mandates the specific inclusion and space for women on local councils on disaster risk reduction and management. RA 10121 also includes the Philippine Commission on Women as part of the National Disaster Risk Reduction and Management Council, and mandates the establishment of local DRM Councils up to the *barangay* (village) level. This establishes a system to support women's participation and inclusion in the government's approach to DRM. Furthermore, guidance documents' and government-level evaluation mechanisms' outcome indicators encompass women's inclusion and participation.

Regarding peace and security, the 'National Action Plan on Women, Peace and Security (NAP-WPS) 2017-2022' has two substantive pillars and two support pillars. The two substantive pillars are i) protection and prevention of all forms of violence against women and girls and ii) empowerment and participation of women in conflict transformation and post-conflict development. The two support pillars are: a) promotion and mainstreaming of gender in peacebuilding and conflict transformation and b) monitoring and evaluation.

The NAP-WPS action points include providing educational support to women and girls who have been displaced by or are vulnerable to conflict; implementing formal, informal, indigenous and cultural education initiatives on gender, peace, security and human rights in order to create an enabling environment for peace; and providing educational support to former female combatants. It also addresses disaster and conflict cross-cutting issues, although in a limited way; disaster issues are mainstreamed only if they are in the context of, or alongside, conflict.

The NAP-WPS provided that it will integrate DRM issues in its efforts to address humanitarian concerns resulting from internal armed conflicts. It will also strengthen coordination mechanisms on the protection of women in conflict-affected communities in disaster situations. As one of the strategies under its promotion and mainstreaming support pillar, the NAP-WPS commits to integrating its framework into all relevant mechanisms at the national and local levels, including natural hazard and disaster response measures.[9]

The recently released '2020-2030 National Disaster Risk Reduction and Management Plan' (NDRRMP) recognizes conflict, climate change and health security as critical intersecting elements of disaster risk. The NDRRMP will be localized in the future, according to the representative of the Presidential Adviser on Peace, Reconciliation and Unity (OPAPRU).[10] While there has been progress in prioritizing conflict-affected communities, the political environment still heavily influences implementation. For example, the government transition period may cause several NDRRMP action points to be postponed.

At the subnational level, the landmark adoption of the Comprehensive Agreement on the Bangsamoro (CAB) between the Government of the Philippines and the Moro Islamic Liberation Front (MILF) in 2014 led to the establishment of the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM). The subsequent ratification of Republic Act No. 11054 or the Bangsamoro Organic Law (BOL) in 2019 establishes a system of self-governance and provides for the BARMM government to mainstream women's empowerment and the WPS agenda into all aspects of peacebuilding and governance. Among other things, it establishes reserved seats in the Bangsamoro Parliament, earmarks budgets and cabinet positions that must be reserved for women.

---

9   Consultations for the next phase NAP-WPS are currently ongoing and include discussions on how to integrate climate change and the ways it affects peace and security in the Philippines.

10 UN Women Stakeholder Consultation in the Philippines.

In 2020, the Bangsamoro Government launched the Bangsamoro Regional Action Plan on Women, Peace and Security (RAP-WPS) 2020-2022 which seeks to enhance the role of Bangsamoro women in the implementation of the peace agreement, in conflict transformation and the protection of their human rights in conflict and post-conflict settings. Under the RAP-WPS, all ministries and offices have respective commitments to ensure that the WPS agenda is included in ministry-level plans. These commitments are then translated and operationalized under their respective Agency-Specific Action Plan on Women, Peace, and Security (ASAP), and BARMM includes programmes related to these commitments in its gender and development planning and budgets. However, the Regional Action Plan is still under-funded and dedicated budget for its implementation largely missing.

Typhoon Ulysses response in the Philippines, 2020. Photo: UN Women/Rash Caritativo

Viet Nam

In Viet Nam, the DRM framework is regulated under Law No. 33/2012/QH13 on Disaster Prevention and Control (amended through Law No. 60/2020/QH14 in 2020). Article 1 of the Law focuses on 'vulnerable' groups, mandating that information on natural disaster forecasts and warnings is timely, reliable and customized to meet the needs of vulnerable communities. However, its implementation policy (Decision No. 18/2021/QD-TTg on Natural Disaster Forecast, Warning, and Information Transmission and Disaster Severity Levels) does not mention disadvantaged groups or tailoring messages to meet the needs of these groups.

The Framework on Community-based Disaster Risk Management (CBDRM) was introduced in Viet Nam in 2001.[11] Developed by international NGOs with the support of the Government of Viet Nam, the Framework facilitates CBDRM practitioners' efforts to effectively implement natural disaster management programmes in Viet Nam.

It has been shown that participation in informal clubs (e.g. information, education and communication clubs) empowers women, increases gender equality awareness and helps tailor disaster early warning systems to suit women's needs.[12] This implies that community-centred approaches to disaster and conflict risk management policies could enhance and empower women's roles in communities and their engagement in dealing with disaster and conflict.

The Law on Grass-roots Conciliation No. 35/2013/QH13 and Decree no. 15/2014/ND-CP address the mechanisms for mediating conflicts at grass-roots levels (including conflict between parties); disputes arising from civil relations; disputes arising from marriage and family relations; violations of law; violations of the criminal law; violations of law subject to the measure of education in communes, wards, or townships; and other cases and matters that are not prohibited by law. The Law focuses on the rights and legal interests of children, women, people with disabilities and the elderly and promotes gender equality in reconciliation initiatives.

No specific laws or legal documents explicitly addresses the intersection of conflict and DRM.

---

11 JANI. 2011. Framework on Community Based Disaster Risk Management in Viet Nam. Centre for International Studies and Cooperation.

12 H. Nguyen, et.al., 2011. Community Based Disaster Risk Management in Viet Nam; D.L.T. My and H.V. Minh. 2012. Flood Preparedness in Viet Nam: A Systematic Gender-Aware Approach.

International Conference on Women, Peace and Security, Viet Nam, December 2021. Photo: UN Women/Nguyen Minh Duc

TABLE 2
Summary of Disaster and Conflict Risk Management Laws, Plans, and Frameworks

Country	Laws, Plans, and Frameworks that Relate to Disaster	Laws, Plans, and Frameworks that Relate to Conflict
Indonesia	• Indonesia's National Disaster Management Plan 2020-2024 • Head of BNPB Regulation No. 13 of 2014 on Gender Mainstreaming in Disaster Management • Head of BNPB Regulation No. 14 of 2014 on Management, Protection, and Participation of Persons with Disabilities in Disaster Management • Head of BNPB Regulation No. 7 of 2012 on Guidelines and Management of Indonesian Disaster Data and Information • BNPB Regulation No. 5 of 2020 on the BNPB Strategic Plan for 2020-2024	a. Law No 7 of 2012 on Handling of Social Conflict b. Kemenko PMK Regulation No. 5 of 2021 on Protection and Empowerment of Women and Children in Social Conflict in 2020-2025
Philippines	a. 2020-2030 Pre-Published NDRRMP b. National Action Plan Against COVID-19 c. Disaster Risk Reduction and Management Act of 2010 (RA 10121) d. Magna Carta of Women (RA 9710, 2009)	a. National Action Plan on Women, Peace, and Security (NAP-WPS) 2017-2022 (also related to components related to disaster) b. Regional Action Plan on Women, Peace, and Security (RAP-WPS) (also related to components related to disaster) c. Magna Carta of Women (RA 9710, 2009)
Viet Nam	a. Law No. 33/2012/QH13 on Disaster Prevention and Control a. Law No. 60/2020/QH14 on Amending and Supplementing a Number of Articles of the Law on Natural Disaster Prevention and Control and the Law on Dikes b. Law No. 22/2018/QH14 on National Defense c. The Framework on Community-based Disaster Risk Management (CBDRM)	a. Law No. 22/2018/QH14 on National Defense b. Law on Grassroots Conciliation No. 35/2013/QH13

Common barriers to implementing gender commitments in policy persist

As highlighted in the policies and examples in the previous sections and raised by stakeholders from all three countries during consultations, despite policy-rich environments that enable at least some level of gender mainstreaming, there are marked gaps between policy and implementation. Key barriers found in all three countries that inhibit the DRM and the social conflict agendas include:

1. Limited availability of data disaggregated by gender, age and disability, which renders gender-specific issues and challenges less visible;

2. Limited progression of women in DRM and conflict risk management beyond the technical management level, resulting in gender gaps at the senior and leadership levels;

3. Limited capacities of government staff (irrespective of gender) to mainstream gender-responsive approaches in the face of crises;

4. Persistent gender norms that disadvantage women continue to guide decision-making and response, resulting in gendered barriers to accessing negotiations, resources or assistance; and

5. Funding issues that result in policies and measures not being implemented.

Gender mainstreaming across the silos of disaster management and social conflict requires a nuanced, context-specific understanding of the interplay between disasters and social conflict

Consultations highlighted that the ways in which disaster and conflict are perceived and how they intersect are context-specific and require nuanced understanding.

In Indonesia, organizations and policies regarding conflict prevention are less common than those that focus on DRM because disasters (often climate-based) occur frequently. While the Disaster Management Law regulates disasters, as well as "social disasters" including social conflict, in practice its implementation has focused on slow and sudden onset natural hazard induced disasters. The Social Conflict Management Law (Law No. 7 of 2012) does not reflect this commitment to the nexus.

The stakeholder consultation in the Philippines raised the importance of the intersection of disaster and conflict in the context of the gender equality situation in the country. When disaster strikes communities, conflict-affected areas are at greater risk, given the presence of armed groups in the area.[13] A stakeholder consultation participant mentioned that women in BARMM are subject to disaster risks, to violent extremism and to *rido* (clan disputes), placing them at a higher level of risk within the disaster and conflict nexus.

National government actors (including OPAPRU and the National Steering Committee on WPS) are increasingly recognizing that disaster exacerbates conflict, pushes women into exploitive situations and sometimes pulls them into violent extremism.[14] Several existing government guidelines that ensure the intersectionality of women, peace and conflict, such as the BARMM Regional Action Plan on Women, Peace and Security and the Philippines National Action Plan on Women, Peace and Security, recommend that government plans and programmes incorporate gendered considerations.

During Viet Nam's stakeholder consultation, the point was raised that the current law structure could be improved to include contemporary issues that profoundly impact women and girls. This is due to how 'disaster' and 'conflict' are defined in Viet Nam. In Viet Nam, the concept of disaster (*thâm hoạ*) is often used to refer to natural hazards (*thiên tai*) or disasters caused by natural hazards. This perspective reflects the policy concentration on climate-induced disasters rather than disasters caused by threats such as pandemics or conflict.

The concept of 'conflict' is often defined as war. Stakeholder consultation participants[15] agreed that this traditional conception that focuses solely on war and recovery from war-related risks (e.g. bombs and mines) should be updated. A contemporary conception would combine these risks with an explicit recognition of security threats posed by climate change, migration and human trafficking issues, environmental degradation, pandemics and cybercrime.[16] These sources of risk present urgent and ongoing challenges to women and girls in Viet Nam.

Other proposed terms to refer to present challenges in the Vietnamese context include 'dissimilarities' (*khác biệt*) (e.g. differences in awareness or receiving disaster relief) and 'social challenges' *(thách thúc xã hôi)*.

---

13   UN Women Stakeholder Consultation in the Philippines.

14   *Ibid.*

15   UN Women Stakeholder Consultation in Viet Nam

16   *Ibid.*

3

KEY INSTITUTIONS AND STAKEHOLDERS AND ENTRY-POINTS FOR CROSS-SECTORAL COORDINATION

In line with the siloed nature of policies and mechanisms, the primary institutions responsible for managing disaster and conflict risks (and gender mainstreaming therein) are different actors that largely operate independently. However, entry points exist for crossover in the form of coordination committees and national gender machineries with cross-cutting mandates.

Centralized gender equality institutions (such as the Ministry of Women's Empowerment) and sectoral institutions (such as disaster/conflict management agencies) both have mandates and responsibilities related to promoting women's leadership and gender mainstreaming across central and local government policies. Across the three countries, coordinating and oversight bodies consisting of inter-ministerial and inter-agency stakeholders can also be found, such as Kemenko PMK and the Working Group for the Protection and Empowerment of Women and Children in Social Conflict (Indonesia), the National Steering Committee on Women, Peace, and Security (the Philippines), and VINASARCOM and NSCNDPC (Viet Nam). This could offer entry points to enhance gender mainstreaming across frameworks. This chapter maps out the institutions that have authority in disaster, conflict risk management and gender mainstreaming in the three countries, with particular emphasis on opportunities for crossover between the three.

TABLE 3
Summary of Institutional Roles in Disaster and Conflict Risk Management

Country	Institution	Roles
Indonesia	Ministry of Women Empowerment and Children Protection (MoWECP)	Acts as the coordinator for the prevention and management of gender-based violence and women's empowerment within Indonesia's DRM framework. Provides technical assistance for gender mainstreaming in the DRM and WPS agendas.
	National Disaster Management Agency (BNPB)	Main agency of disaster risk management in Indonesia. Also carries out gender mainstreaming in DRM.
	Regional Disaster Management Agency (BPBD)	Regional agency of disaster risk management in Indonesia. Also carries out gender mainstreaming in regional DRM, for example, through CBDRM programmes.
	Coordinating Ministry for Human Development and Cultural Affairs (Kemenko PMK)	Coordinates, synchronizes, and controls gender mainstreaming programmes to reduce vulnerability and strengthen the capacities of disaster and conflict-vulnerable groups.
Philippines	National Steering Committee on Women, Peace, and Security	Main implementing body of WPS, which includes several members from front-line service providers for disaster and conflict response.
	Presidential Adviser on Peace, Reconciliation, and Unity (OPAPRU)	Handles the Philippines' peace talks and negotiations related to internal conflict and rebellion. As the co-chair of the National Steering Committee on Women, Peace, and Security, the OPAPRU performs oversight functions alongside the Philippines Commission on Women.
	Philippines Commission on Women	Institutes the gender responsiveness of the national development plans and coordinates the preparation, assessment and updating of the National Plan for Women. Also, the co-chair of the National Steering Committee on Women, Peace, and Security.
	National Disaster Risk Reduction and Management Council (NDRRMC)	A group of government units, NGOs, CSOs and private organizations that protect people's welfare during disasters and complex emergencies.
	Bangsamoro Women Commission	Primary policy-making, coordinating, and monitoring body of women, gender and development in the Bangsamoro Region.
Viet Nam	Ministry of Defence	Manages macro-level conflicts and is also a permanent body of VINARSACOM.
	Ministry of Public Service	Manages macro-level conflicts and is also a member of VINARSACOM.
	Grassroot Conciliation Board	Manages grassroots-level conflicts.
	National Committee for Incident, Disaster Response, Search, and Rescue (VINASARCOM)	To help the Government in guiding and directing ministries and branches to elaborate and implement the strategy, long-term and annual plans for disaster management and search and rescue.
	National Steering Committee for National Disaster Prevention and Control (NSCNDPC)	Responsible for inter-agency coordination among government bodies in order to organize, direct and operate national disaster prevention, response and recovery efforts.
	Viet Nam Women's Union	One of the leading agents in promoting women's leadership and participation in every aspect of societal management, including DRM and climate change adaptation.

Indonesia

The Indonesian National Board for Disaster Management (*Badan Nasional Penanggulangan Bencana/BNPB)* is the country's central governing body for all disaster-related activities and serves as a national focal agency for DRM policies; it has a role as a key factor in implementing gender mainstreaming in DRM.

Administratively, Indonesia is divided into two levels of regional governance that operate under the national government. The levels consist of provinces (first-order administrative level, headed by provincial governors) and regencies/cities (second-order administrative level, headed by regents/mayors). Provincial and local-level Disaster Management Agencies (BPBDs) are the authorized bodies mandated with DRM functions in their respective jurisdictions.

DRM challenges in Indonesia include the lack of consistent implementation of gender mainstreaming in general and in the nexus of DRM and humanitarian action. This inconsistency is a consequence of the country's decentralization system. Although the Presidential Instruction on Gender Mainstreaming in National Development[17] and the Ministry of Home Affairs Regulation[18] mandated the implementation of gender mainstreaming and gender-responsive budgeting in every national- and regional-level government institution, the translation of these national regulations into regional/provincial gender mainstreaming regulations is still absent in several institutions and local governments. This has hindered the progress of gender mainstreaming in all sectors related to disaster and social conflict and has caused an imbalance of needs and budget allocations.

No main institutions are specifically responsible for conflict risk management in Indonesia. The Social Conflict Management Law (Law No. 7 of 2012) gives the capacity to the national government, the police and the military. It also mandates the establishment of an ad hoc working group, the Social Conflict Resolution Task Force, comprised of regional government and community representatives. The law ensures that community representation is comprised of at least 30 per cent women (data on progress and fulfilment of the provision are not available).

The central gender machinery, the Ministry of Women's Empowerment and Child Protection (MoWECP), acts as the coordinator for the prevention and management of gender-based violence and women's empowerment within Indonesia's DRM framework. MoWECP's responsibilities include ensuring that DRM has considered the issues of women and children as an essential issue, both in fulfilling and protecting their rights, for example, by ensuring that gender is mainstreamed in all aspects of search and rescue, infrastructure, education and logistics.

In the conflict sector, MoWECP established the Working Group for the Protection and Empowerment of Women and Children in Social Conflict (P3AKS) to facilitate inter-institutional coordination. Working Group members include MoWECP, Ministry of Home Affairs, Ministry of Social Affairs, the National Police of Indonesia and others. Eight regions have formed corresponding P3AKS working groups (including in Bengkulu, Lampung and Maluku).

The Coordinating Ministry for Human Development and Culture (*Kementerian Koordinator Bidang Pembangunan Manusia dan Kebudayaan*/Kemenko PMK) has a mandate to perform coordination, synchronization and control (*Koordinasi, Sinkronisasi, Pengendalian/*KSP) in collaboration with other relevant ministries in the field of disaster mitigation and social conflict.19 Kemenko PMK plays a role in carrying out gender mainstreaming programmes, particularly in sectoral coordination functions, for example, through the establishment of the 'Protection and Empowerment of Women and Children in Social Conflict in 2020-2025' and the Disaster Management Plan (*Rencana Penanggulangan Bencana/*RPB).

---

17 Presidential Instruction No. 9 of 2000 regarding Gender Mainstreaming in National Development.
18 Ministry of Home Affairs Regulation No. 67 of 2011 regarding General Guidelines of the Implementation of Gender Mainstreaming in the Region.

19 KSP is implemented in collaboration with other ministries/institutions, such as the Ministry of Health, Ministry of Social Affairs, Ministry of Religion, Ministry of Youth and Sports, Ministry of Villages and Ministry of Education and Culture.

Philippines

The National Disaster Risk Reduction and Management Council of the Philippines (NDRRMC) is the primary institution in charge of DRM in the Philippines. The NDRRMC is a group of government agencies, local government units, NGOs, CSOs and private organizations that protect people's welfare during disasters and complex emergencies. NDRRMC's supervisory functions in disaster management are guided by Republic Act 10121, the country's primary legal instrument on DRRM that seeks to institutionalize disaster risk governance across all levels of government planning.

Institutional challenges persist in the NDRRMC, and it lacks women's representation; there are no female executives, except for the Philippines Commission on Women representation.[20] Additionally, the four civil society representatives do not include a women's organization, which is crucial to ensuring that local women's experiences are taken into consideration in DRRM planning and programming.[21]

In conflict risk management, the Office of the Presidential Adviser on Peace, Reconciliation, and Unity (OPAPRU), under the Office of the President, handles the Philippines' peace talks and negotiations related to internal conflict. Although the Office has a number of women heads of departments, the most senior leadership positions are currently occupied by men.[22]

The National Steering Committee on Women, Peace and Security (NSC WPS) is an inter-ministerial/institutional coordination platform for WPS issues.[23] Committee members include national government agencies that function as front-line service providers for disaster and conflict response.[24] By integrating DRM into the peace process, the Committee ensures that efforts have been undertaken to address armed conflict's humanitarian concerns, which is a practice that may be further explored as a potential good practice for strengthening the nexus of conflict and disaster risk management. NSC WPS members are mandated to examine women's roles in peace promotion and conflict prevention.

The NSC WPS co-chairs are OPAPRU and the Philippine Commission on Women, whose functions are to monitor, evaluate and report on NAP-WPS implementation in order to enhance government agency accountability in achieving WPS goals. To localize WPS, they spearhead agency and local government capacity building and institutional development for gender mainstreaming.

A challenge faced by the co-chairs is that their engagement is limited to government agencies and identified local government units. Neither chair has an on-the-ground presence, such as regional offices.[25] Therefore, they rely on the partners' capacities to mainstream and advocate for their mandates. This creates varying levels of application and technical capacities, leading to uneven programme implementation.

The Bangsamoro Women's Commission functions as the Bangsamoro Autonomous Region's primary policy-making, coordinating and monitoring body for women, gender and development. One of the Commission's functions is to review ministry programmes for gender components. If a programme is missing a gender component, the Commission will recommend how gender can be incorporated in line with the Harmonized Gender

---

20 UN Women Stakeholder Consultation in the Philippines.

21 *Ibid*.

22 OPAPRU. 2022. "The Directory of OPAPP Officials." Accessed 11 September 2022. https://peace.gov.ph/directory-opapp-officials/

23 Established through Executive Order 865.

24 First-response agencies include the Department of National Defense (including the Armed Forces of the Philippines), Department of Social Welfare and Development and the Department of Interior and Local Government (presiding over the Philippines National Police) and policy and oversight agencies, such as the Department of Justice, Department of Foreign Affairs, National Commission on Indigenous Peoples, National Commission on Muslim Filipinos.

25 UN Women Stakeholder Consultation in the Philippines.

Guidelines. The Commission also determines whether gender and development interventions are aligned with ministries' mandates.

If the Commission determines that a ministry or other institution does not follow the gender mandate, it coordinates with the Bangsamoro Commission on Human Rights to sanction these institutions.

While the BARMM Gender and Development Code (BGDC) highlights women's human rights, it does not acknowledge intersectional issues such as LGBTIQ+ rights. There were several attempts to include LGBTIQ+ rights in the BGDC, but Muslim religious leaders advised against it in the interim. The current leadership of BARMM has taken a similar stance against it.

A respondent from the Bangsamoro Women Commission noted that more time is needed to influence policy and decision-making in order to ensure that women actively participate in decision-making; the Commission is confident that it will make significant progress in time.[26]

26 UN Women Stakeholder Consultation in the Philippines.

Typhoon Ulysses response in the Philippines, 2020. Photo: UN Women/Rash Caritativo

Viet Nam

At the central level, Viet Nam's DRM is led by two government steering committees, the National Steering Committee for National Disaster Prevention and Control (NSCNDPC) and the National Committee for Incident, Disaster Response, Search and Rescue (VINASARCOM). Formed by the Prime Minister, both organizations are responsible for national disaster response and search and rescue missions.

NSCNDPC is managed by the Ministry of Agriculture and Rural Development, with its unit, the Viet Nam Disaster Management Authority (VDMA), acting as NSCNDPC's standing office. VINASARCOM is administered by the Ministry of Defence. Both committees are chaired by a Deputy Prime Minister and supported by five other senior leaders of key ministries. Although the two committees differ at the central level, they are merged into the Central Committee for Natural Disaster Prevention and Control, Search and Rescue at the ministerial, provincial, district and commune/ward levels.

Stakeholder consultation participants, especially from the Viet Nam Women's Union, raised concerns about the lack of women's participation in leadership. Although the Viet Nam Women's Union and the Viet Nam Fatherland Front are members of the NSCNDPC, all of the senior leaders in NSCNDPC and VINASARCOM are men. Furthermore, at NSCNDPC, there are only two female staff (only 15 per cent of total members).

The VDMA has four women, two of whom are at the deputy minister level. Although women's representation remains low, the VDMA began gender mainstreaming in its operation in 2000. Activities have included:

- Organizing an Asia-Pacific workshop on gender mainstreaming in DRM;
- Working with UN Women in Viet Nam on the EMPOWER project, which aims to raise gender awareness at all levels of DRM and improve gender-disaggregated data on disaster prevention; and

- Organizing gender climate training courses, with women accounting for 40 per cent of participants. [27]

Several agencies oversee conflict management in Viet Nam. The Grassroot Conciliation Boards manage grassroots-level conflicts and domestic violence/conflicts. The Ministry of Defence and the Ministry of Public Service manage macro-level conflicts. Then two ministries are also involved in disaster risk management through their participation in VINASARCOM. The Ministry of Defence's presence in both disaster risk and conflict risk management oversight is a good entry point in developing a coordination mechanism between the two domains. [28]

The Viet Nam Women's Union is a sociopolitical organization that represents and defends the legal rights and interests of women in Viet Nam. The Union has a presence at the central, provincial, district, commune and village levels. It maintains strong, standing collaborations with the government, army and police. For example, it facilitated the 'Envision 2019: Year of Safety for Women and Children' campaign, which focused on the safety of women and girls in the face of domestic violence, climate change, food insecurity and cybercrime. [29]

Based on its existing presence and work, the Viet Nam Women's Union could play a strong role as an advocate for the protection of women's rights and gender-responsive policies in the Humanitarian-Development-Peace nexus. However, despite being a member of the Central Committee for Natural Disaster Prevention and Control since 2013, available data show that only 29 per cent of its members were invited to committee meetings at the provincial level, 44 per cent at the district level and 51 per cent at the commune level. [30]

---

27 UN Women Stakeholder Consultation in Viet Nam.
28 *Ibid*.
29 Huong, P., 2021, Empowering women for sustainable peace: preventing violence and promoting social cohesion in ASEAN (2021-2025) – Viet Nam's inception report, UN Women.
30 UN Women. 2021. Country Gender Equality Profile – Viet Nam.

In conclusion, across all three countries, the primary institutions responsible for managing disaster and conflict risks (and gender mainstreaming therein) generally operate in silos. Several challenges persist due to the lack of consistency in implementing both horizontal and vertical gender mainstreaming. This has hindered mainstreaming progress in all sectors related to disaster and social conflict. There is also a lack of women's representation in high-level positions of these siloed institutions.

However, despite these and other challenges, entry points exist through cross-cutting themed institutions such as gender machineries, or bodies and committees consisting of inter-ministerial and inter-agency stakeholders. Strengthening these institutions may improve gender mainstreaming across disaster and conflict in a more coordinated and consistent manner.

Typhoon Ulysses response in the Philippines, 2020. Photo: UN Women/Rash Caritativo

4

GOOD PRACTICE CASE STUDIES - COMMUNITY-LEVEL INCLUSION AND PARTICIPATION

Women are under-represented in high-level positions, which results in their needs and experiences being sidelined in decision-making processes related to disaster and conflict risk management. While continued efforts to include women at every level are needed, local-level initiatives and community empowerment provide concrete avenues for women's engagement. This chapter provides several case studies on promoting women's participation and leadership, especially at the community level that could provide models and approaches for community-level implementation of the disaster and conflict risk management nexus.

Community-based Disaster Risk Management and Conflict Early Warning System (Indonesia)

In Indonesia, community initiatives have been organized under the Community-based Disaster Risk Management (CBDRM) framework (a framework also utilized in many other country contexts). CBDRM includes key elements of promoting women's participation and encourages women to develop early warning systems and action plans.

One of the CBDRM programmes, the Disaster Resilient Village (Destana), is a model that promotes villages' independent ability to adapt and manage the threat of disasters.[31] This resilience is multidisciplinary and multisectoral. Destana's operation is

based on 20 indicators, one of which requires that women and vulnerable groups make up 30 per cent of community representatives (this indicator has not yet been achieved).[32] The Destana strategy to reduce disaster risks and community vulnerabilities rests on inclusivity in its planning and implementation. The law highlights vulnerable groups, including women in general, pregnant women, children, persons with disabilities, the elderly and the poor.

The current CBDRM framework is limited to disasters; it has not extended to social conflict, which continues to be regulated under the Social Conflict Management Law.

The Ministry of Women's Empowerment and Child Protection (MoWECP) has conducted other initiatives

---

31 Head of BNPB Regulation Number 1 of 2012 on Disaster Resilient Village.

32 Kantor Staf Presiden (President Staff Office). 2021. KSP Perkuat Peran Perempuan dalam Penanggulangan Bencana.

that could mitigate conflict risks. One such initiative is the Women and Children-Friendly Village model. This model, which integrates gender perspectives and children's rights into village governance, village development and community development and empowerment, is carried out in a planned, comprehensive and sustainable manner. The programme seeks to: establish women's and children's organizations at the village level; provide disaggregated data on women and children in the village; prepare women- and child-friendly village regulations; develop a gender budget sourced from the village budget; utilize village assets to implement the women- and child-friendly village model; increase the percentage of women entrepreneurs in the village; provide rights-based childcare; and anticipate violence against and trafficking of women and children.

Conflict Early Warning and Early Response System Guidelines (Indonesia)

The Indonesian NGO, Institut Titian Perdamaian, developed the 'Conflict Early Warning and Early Response System (CEWERS) Guidelines'.[33] The Guidelines present the importance of considering gender relations, and in the CEWERS institutionalization Guidelines, the vital involvement of women both as work teams and as facilitators. It strongly promotes the key strategy of developing synergies between early warning systems and peacebuilding programmes, thereby combining immediate needs with more comprehensive long-term strategic responses to conflict. As the example demonstrates, CSOs, including women-led CSOs, have substantial capacity to advocate for and promote gender mainstreaming in conflict and disaster preparedness and management, but they need to have access to the needed resources and financial support to carry out their work.

Peace Village by Wahid Foundation and UN Women – Empowering Women as Social Conflict Agents of Peace (Indonesia)

The Peace Village initiative addresses the threat of radicalism by empowering communities by cultivating social cohesion and community resilience and by promoting societal equality and respect for diversity. Supported by UN Women, the initiative puts the Prevention of Violent Extremism strategic vision into concrete action. It employs a well-crafted approach that combines three components that are vital to building enduring community resilience: economic improvement, a peace-building social mechanism and women's empowerment.[34]

In the first phase of this programme, a peace village working group is formed that consists of officials, community leaders and representatives of vulnerable groups. Programme guidelines ensure that women's representation in the working group is at least 30 per cent.[35] The guidelines outline several indicators that can be regularly monitored and evaluated, such as village regulations that emphasize women's active role in decision-making (rather than simply looking at the quantity of their presence). The programme also positions women as active and central parties rather than just vulnerable victims, particularly in conflict detection. Recognizing that persistent stereotypes and cultural norms hinder women's roles, the guidelines highlight the need for the working group and the apparatus receiving its reports to have high levels of gender awareness.[36]

Through the initiative, several women's groups that are willing to take on the role of agents for peace were established. Apart from the economic empowerment component, women peace agents received regular training on conflict resolution and how to prevent, detect and address early signs of violence.

33 Institut Titian Perdamaian. 2017. Modul Pelatihan Fasilitator Sistem Peringatan Dini dan Respon Dini Konflik Sosial Berbasis Desa Conflict Early Warning and Early Response System.

34 Peace Village in Association with Wahid Foundation. 2022. "Peace Village." Accessed 11 September 2022. https://peace.gov.ph/directory-opapp-officials/

35 Wahid Foundation and UN Women. 2019. Panduan Pelaksanaan 9 Indikator Desa/Kelurahan Damai.

36 Ibid.

Women's groups approached their village leadership to explore ways to promote tolerance and sustain peace within their communities. As a result, since its inception in 2017, 18 villages have been declared Peace Villages 10 villages launched Action Plans and two village-level regulations were issued to implement the concept. Fourteen working groups were established and formalized by village heads to design and implement the community Action Plans.[37] Key structures and principles of the Peace Village model can be adapted to encompass disaster preparedness and disaster early warning aspects with strong women's leadership and community-level involvement.

Dynaslope Project – Developing a Gender Responsive, Community-based Early Warning System for Landslides, Philippines

Initiated in 2013, the Dynaslope project is a locally-funded project of the Philippine Institute of Volcanology and Seismology. The project looks at participatory early warning systems for landslide-prone communities. The project is currently implemented in 52 sites (14 in Luzon, 24 in Visayas and 14 in Mindanao) through partner organizations and local government units. The goal of the project is to contribute to the resilience and empowerment of at-risk Filipino communities. The project emphasizes empowering women and Indigenous Peoples by using science and technology to develop community-based early warning systems.

The project aims to improve landslide monitoring, analysis and warning. It aims to promote an enabling institutional environment by developing the capacities of partner communities and local government units to adopt community-based early warning systems for landslides in local plans, policies and programmes. It also aims to strengthen research and development practices in landslide risk reduction by ensuring that they are accessible and replicable by communities and local government units.

Local communities are included in the programme through the Landslide Early Warning Committee, a community-based operation that provides updates about early warning signals. Committees provide locally observed data that compliments the Philippine Institute of Volcanology and Seismology Data. Committees are also responsible for issuing early warnings to different households through mechanisms such as house-to-house initiatives and warning bells. Additionally, they participate in capacity-building training, early warning training and community development.

Partnerships with local government units are also established to help support and maintain the programme. Further, the programme includes research to develop community-based and community-led early warning systems. With an emphasis on people-centred early warning, the model promotes multi-stakeholder participation in early warning committees and pays specific attention to how disadvantaged groups can contribute to all aspects of early warning.

The Dynaslope project also adheres to the Philippines' Harmonized Gender and Development Guidelines. While it has clear gendered considerations and goals, project implementers recognize that more needs to be done to fully implement a gender-responsive and community-led early warning system.[38]

---

37 UN Women. 2022. Policy Brief: Peace Villages initiative: Strengthening Women's Leadership Through a Community-Based Approach to Prevention of Violent Extremism in Indonesia.

38 UN Women Stakeholder Consultation in the Philippines.

Community Quick-response Teams of South Upi, Maguindanao, Philippines

In the Bangsamoro region, one of the communities that is most vulnerable to violence is the Tedurays indigenous peoples living among predominantly Moro populations. Known for their pacifist ways, the Tedurays live in their ancestral domain in the Upi and South Upi municipalities of Maguindanao province. They have been consistently targeted for land-grabbing, leading to violent outbreaks that have forced thousands of Teduray to flee their homes to seek refuge in evacuation sites. These cyclical displacements have resulted in the over-crowding of underfunded evacuation facilities and have exposed women and girls to harassment and gender-based violence.

As the presence of security personnel in South Upi radically declined during the COVID-19 crisis, infighting among clans and settlers intensified. In 2020, the Women's Organization of Rajah Mamalu Descendants (WORMD) formed the Community Quick Response Team (CQRT) to respond to the increasing displacement. The Team assisted indigenous peoples as they fled their homes to stay in evacuation camps until they are able to safely return.

In 2013, Aileen Kesa Marie Hualde mobilized women within their extended clans to garner support from the government, CSOs and other partners to provide basic provisions for indigenous peoples. She then organized WORMD, a CSO composed of Teduray women living under constant threat of gunfire.

Because of their proximity to violent attacks and their knowledge of the land and its people, WORMD members have been providing early warning and early response services to local leaders and security actors. Currently, the CQRT is present in all 11 barangays of South Upi and acts as a network of information during violent outbreaks.

Supported by UN Women and UNDP, CQRT is a mechanism that institutionalizes women-led early warning and early response in South Upi and acts as parallel support to local government units and the Department of Social Welfare and Development.

As it responds to cycles of displacements, CQRT is evolving beyond its humanitarian function to begin supporting policies and programmes that address the root causes of violence in South Upi, mostly through the implementation of the RAP-WPS. Aware that an increase in violence against women and children is often a warning sign of mounting clan tensions — and eventually gun violence — WORMD has started the process of recalibrating its activities to align with conflict prevention measures such as conciliation, dialogue and policy action. Such steps will help address the social, political and security dynamics that perpetuate violent conflicts in South Upi.

These case studies have shown that NGOs and CSOs can further gender mainstreaming initiatives that provide good practices that complement government efforts in sectors where gaps remain. Women-led NGOs and CSOs play crucial roles in fostering women's leadership and ensuring that women's perspectives and lived experiences are considered in conflict, humanitarian and disaster settings.

5

RECOMMENDATIONS AND NEXT STEPS

Based on the detailed scoping and review of the contexts of Indonesia, the Philippines and Viet Nam, the following actions are recommended to address the key barriers to the achievement of a consistent, integrated and inclusive approach to gender mainstreaming across disaster and conflict risk management.

1. **Address siloed approaches to disaster and conflict risk management in order to improve the consistency of gender mainstreaming in both sectors and the humanitarian-development-peace nexus.**
   - Strengthen the capacity of national women's machineries to provide technical support to relevant gender mainstreaming implementing bodies and ensure that adequate financial resources are available to support them in fulfilling these functions;
   - Develop community-level gender and risk analyses, including through feminist participatory action research, to inform the implementation of disaster risk management and conflict risk management regulatory frameworks; and
   - Strengthen existing cross-sectoral and inter-ministerial committees and bodies that have representation from both disaster preparedness and conflict prevention actors in order to improve the consistency and coherence of gender mainstreaming efforts.

2. **Ensure that consistent gender mainstreaming and women's leadership are integrated across all conflict risk and disaster preparedness policy and regulatory frameworks.**
   - Conduct a gender audit of laws and policies in order to assess whether they a) were informed by, or developed with, the engagement of women's organizations; b) reflect strategic commitments to gender equality; c) contain mechanisms to monitor the implementation

of gender commitments; and d) provide an adequate budget for targeted activities towards achieving gender equality;
   - Use the gender audit results to inform the development of plans and policy regulatory frameworks (using specific gender action plans if required for existing policies);
   - Build capacities regarding gender mainstreaming in disaster and conflict risk management, including cross-sectoral mechanisms ranging from staff-level to senior and leadership positions at relevant government institutions and NGOs, taking into account frequent governmental staff rotation and political transition;
   - Ensure that gender-responsive practices are used to allocate and track budgets;
   - Strengthen the availability of sex-disaggregated data and the use of qualitative gender analysis in disaster and conflict-affected contexts.

3. **Address the lack of women's leadership in government institutions and formalized early warning mechanisms.**
   - Ensure flexible and continuous funding to women's civil society organizations that work across issues and sectors, including overhead funding to address gender-specific security risks;
   - Make demand-based training available to partner organizations, especially to local women's organizations. Such training should include follow-up funding to help put the training into action;

- Ensure and enforce quotas for women's representation in existing community-based disaster risk management programmes, both in management bodies and deliberation processes;
- Increase coordination and synergy between government efforts and community-level work. This can include public-private partnerships and the development of collaboration platforms that are dedicated to gender mainstreaming in formal early warning and risk management mechanisms;
- Support and enable locally lead efforts, taking into account local governance structures and platforms; and
- Upscale existing good practices that have successfully engaged women and other disadvantaged groups at the community and national levels.

BIBLIOGRAPHY

Consultations

UN Women Stakeholder Consultations in Indonesia, the Philippines and Viet Nam.

Publications

Action Aid. 2018. Women are the Most Effective Emergency Responders.

D.L.T. My and H.V. Minh. 2012. Flood Preparedness in Viet Nam: A Systematic Gender-Aware Approach.

Global Platform for Disaster Risk Reduction. 2022. Bali Agenda for Resilience: Co-Chairs Summary.

H. Nguyen, et al., 2011. Community-Based Disaster Risk Management in Viet Nam.

Institut Titian Perdamaian. 2017. Modul Pelatihan Fasilitator Sistem Peringatan Dini dan Respon Dini Konflik Sosial Berbasis Desa Conflict Early Warning and Early Response System.

Inter-Agency Humanitarian Evaluation. 2021. Review of progress on mainstreaming gender equality and the empowerment of women and girls into the Humanitarian, Development, and Peace Nexus Agenda.

JANI. 2011. Framework on Community Based Disaster Risk Management in Viet Nam. Centre for International Studies and Cooperation.

P. Huong. 2021. Empowering Women for Sustainable Peace: Preventing Violence and Promoting Social Cohesion in ASEAN (2021-2025).

Peace Village in Association with Wahid Foundation. Peace Village.

UN ESCAP. 2019. The Disaster Riskscape across South-East Asia.

UN Women and Empatika. 2022. Review and Scoping Study of the Peace Villages Initiative in Preventing Violent Extremism in Indonesia.

UN Women. 2020. Review of Gender-Responsiveness and Disability-Inclusion in DRM in Asia and the Pacific.

UN Women. 2020. Women, Peace and Security in Asia-Pacific, 20 Years.

UN Women. 2021. Country Gender Equality Profile – Viet Nam.

UN Women. 2022. Gender and Age Inequality of Disaster Risk in Southeast Asia.

Wahid Foundation and UN Women. 2019. Panduan Pelaksanaan 9 Indikator Desa/ Kelurahan Damai.