

ព្រះរាជាណាចក្រកម្ពុជា
ជាតិ សាសនា ព្រះមហាក្សត្រ



National Committee for Disaster Management

Guideline for
Mainstreaming Gender in Inclusive
Disaster Management

Guideline for Mainstreaming Gender in Inclusive Disaster Management

Acronyms	ii
Key Terms	iii
1. Introduction	1
2. About this Guideline	2
3. Policy and Legal Framework	2
4. Mainstreaming Gender Through the Disaster Management Cycle	4
4.1. Gender in Disaster Risk Prevention, Mitigation and Preparedness	9
4.1.1. Prevention	9
4.1.1.1. Hazard, Vulnerability and Capacity Assessments	10
4.1.1.2. Contingency Planning and Emergency Response Simulations (NCP, PCP)	11
4.1.2. Risk Reduction	12
4.1.2.1. Early Warning and Risk Communication	12
4.1.2.2. Safe Evacuation Sites Set Up and Management	13
4.1.3. Preparedness	14
4.1.3.1. Pre-Season Preparedness Meeting	14
4.1.3.2. Training and Other Capacity Development Interventions	15
4.2. Gender in Disaster Response	15
4.2.1. Stakeholder Coordination in Emergencies	16
4.2.2. Emergency Needs Assessments, Data Collection, Analysis and Disaster Reporting	23
4.2.3. Relief Distribution	17
4.2.4. Search and Rescue Operations and Evacuation	18
4.3. Gender in Disaster Recovery	19
4.3.1. Post-Disaster Needs Assessment	19
4.3.2. Recovery Programs	20
5. Annex	22

Acronyms

AADMER	Association of South-East Asian Nations (ASEAN) Agreement on Disaster Management and Emergency Response
AAR	After Action Review
ABU	Asia-Pacific Broadcasting Union
ADB	Asian Development Bank
ADPC	Asian Disaster Preparedness Center
ASEAN	Association of South-East Asian Nations
CCCSP	Cambodia's Climate Change Strategic Plan
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CEDAW Committee	Committee on the Elimination of All Forms of Discrimination Against Women
CSO	Civil Society Organization
CVA	Capacity and Vulnerability Assessment
DM Law	Law on Disaster Management
DRR	Disaster Risk Reduction
EPRP	Emergency Preparedness Response Plans
GAATES	The Global Alliance on Accessible Technologies and Environments
GBV	Gender-Based Violence
GCCC	Gender and Climate Change Committee
GCCSP	Gender and Climate Change Strategic Plan
GDP	Gross Domestic Product
GFDRR	Global Facility for Disaster Reduction and Recovery
GGCA	Global Gender and Climate Alliance
GR37	UN Committee for the Elimination of Discrimination Against Women General Recommendation 37
HRF	Humanitarian Response Forum
HVCA	Hazard, Vulnerability and Capacity Assessment
IFRC	International Federation of Red Cross and Red Crescent Societies
LGBTI	Lesbian, Gay, Bisexual, Transgender, Intersex People

MISP	Minimum Initial Service Package
MoWA	Ministry of Women's Affairs
NAPDRR	National Action Plan on Disaster Risk Reduction
NCDM	National Committee for Disaster Management
PDNA	Post Disaster Needs Assessment
RGC	Royal Government of Cambodia
SADDD	Sex-, Age-, and Diversity-Disaggregated Data
SDG	Sustainable Development Goal(s)
UNDP	United Nations Development Programme
UNDRR	United Nations Office for Disaster Risk Reduction
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WASH	Water, Sanitation and Hygiene

Key Terms

Term	Definition
Disability	Disability is an evolving concept and [that] disability results from the interaction between persons with impairments and attitudinal and environmental barriers that hinders their full and effective participation in society on an equal basis with others. <i>Source: UN General Assembly, Convention on the Rights of Persons with Disabilities, 24 January 2007, A/RES/61/106, available from: https://www.un.org/en/development/desa/population/migration/generalassembly/docs/globalcompact/A_RES_61_106.pdf. p.2.</i>
Disaster	A serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impacts, which exceeds the ability of the affected community or society to cope using its own resources. <i>Source: Royal Government of Cambodia. (2015). Law on Disaster Management. [Unofficial Translation].</i>
Disaster Management	The range of activities, prior to, during and after disasters, designed to maintain control over disasters and to provide a framework for helping at-risk persons and/or communities to avoid, minimize or recover from the impact of disasters. <i>Source: Royal Government of Cambodia. (2015). Law on Disaster Management. [Unofficial Translation].</i>

Disaster Risk	The potential disaster losses, in lives, health status, livelihoods, assets and services, which could occur to a particular community or a society over some specified future time period. <i>Source: Royal Government of Cambodia. (2015). Law on Disaster Management. [Unofficial Translation].</i>
Disaster Risk Reduction	The concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events. <i>Source: Royal Government of Cambodia. (2015). Law on Disaster Management. [Unofficial Translation].</i>
Early Warning System	The set of capacities needed to generate and disseminate timely and meaningful warning information to enable individuals, communities and organizations threatened by a hazard to prepare and to act appropriately and in sufficient time to reduce the possibility of harm or loss. <i>Source: Royal Government of Cambodia. (2015). Law on Disaster Management. [Unofficial Translation].</i>
Emergency	A threatening [event] that needs immediate action to avoid the greater extent of an event which results in a disaster. <i>Source: Royal Government of Cambodia. (2015). Law on Disaster Management. [Unofficial Translation].</i>
Exposure	Assets that are of interest and at risk—including population, environment, economy, buildings—in a disaster-affected area. <i>Source: World Bank & GFDRR. (2021). Gender Dimensions of Disaster Risk and Resilience: Existing Evidence.</i>
Gender	Refers to the roles, behaviors, activities, and attributes that a given society at a given time considers appropriate for men and women. In addition to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, gender also refers to the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialization processes. They are context/ time-specific and changeable. Gender determines what is expected, allowed and valued in a woman or a man in a given context. In most societies there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities. Gender is part of the broader socio-cultural context, as are other important criteria for socio-cultural analysis including class, race, poverty level, ethnic group, sexual orientation, age, etc. (see discrimination above). <i>Source: UN Women. (2017). Gender Equality Glossary.</i>
Gender Analysis	A critical examination of how differences in gender roles, activities, needs, opportunities and rights/entitlements affect men, women, girls and boys in certain situations or contexts. Gender analysis examines the relationships between females and males and their access to and control of resources and the constraints they face relative to each other. A gender analysis should be integrated into all sector assessments or situational analyses to ensure that gender-based injustices and inequalities are not exacerbated by interventions, and that where possible, greater equality and justice in gender relations are promoted. <i>Source: UN Women. (2017). Gender Equality Glossary.</i>
Gender Equality	Refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is not a women's issue but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of,

	<p>sustainable people-centered development. <i>Source: UN Women. (2017). Gender Equality Glossary.</i></p> <p>Gender equality includes not only formal equality (de jure equality – treating men and women the same) but also includes substantive equality (de facto equality – equality of outcome in fact for both women and men). <i>Source: CEDAW. (2004). General Recommendations adopted by the Committee on the Elimination of Discrimination Against Women. General Recommendation No. 25.</i></p>
Gender Equity	<p>The preferred terminology within the United Nations is “gender equality”, rather than “gender equity”. Gender equity denotes an element of interpretation of social justice, usually based on tradition, custom, religion or culture, which is most often to the detriment to women. Such use of equity in relation to the advancement of women has been determined to be unacceptable. During the Beijing conference in 1995 it was agreed that the term “equality” would be utilized. This was later confirmed by the CEDAW committee in its General Recommendation 28: “States parties are called upon to use exclusively the concepts of equality of women and men or gender equality and not to use the concept of gender equity in implementing their obligations under the Convention. The latter concept is used in some jurisdictions to refer to fair treatment of women and men, according to their respective needs. This may include equal treatment, or treatment that is different but considered equivalent in terms of rights, benefits, obligations and opportunities”. <i>Source: UN Women. (2017). Gender Equality Glossary.</i></p>
Gender Mainstreaming	<p>Gender mainstreaming is the chosen approach of the United Nations system and international community toward realizing progress on women’s and girl’s rights, as a subset of human rights to which the United Nations dedicates itself. It is not a goal or objective on its own. It is a strategy for implementing greater equality for women and girls in relation to men and boys. Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels. It is a way to make women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality. <i>Source: UN Women. (2017). Gender Equality Glossary.</i></p>
Gender-Responsive	<p>To identify and understand gender gaps and biases, and then act on them, developing and implementing actions to overcome challenges and barriers, thereby improving gender equality. In comparison to “gender-sensitive”, “gender responsive” has come to mean more than “doing no harm”; it means “to do better”. <i>Source: IUCN. (2018). Gender Mainstreaming and Women’s Empowerment Policy: Mainstreaming Gender Responsiveness Within the IUCN Programme Of Work.</i></p>
Gender-Sensitive	<p>Understanding and taking into consideration socio-cultural factors underlying sex-based discrimination. In application, gender-sensitive has come to mean “do no harm”. <i>Source: International Union for Conservation for Nature (IUCN). (2018). Gender Mainstreaming and Women’s Empowerment Policy: Mainstreaming Gender Responsiveness Within the IUCN Programme Of Work.</i></p>
Hazard	<p>A dangerous phenomenon, substance, human activity or condition that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage. <i>Source: Royal Government of Cambodia. (2015). Law on Disaster Management. [Unofficial Translation].</i></p>
Mitigation	<p>Structural and non-structural measures undertaken to limit the adverse impact of natural hazards, environmental degradation and technological hazards. Examples of</p>

	structural measures are engineering works and hazard-resistant construction, while non-structural measures include awareness-raising, knowledge development, policies on land use and resource management, and facilities' operating practices). <i>Source: Royal Government of Cambodia. (2015). Law on Disaster Management. [Unofficial Translation].</i>
Prevention	Activities to provide outright avoidance of the adverse impact of hazards and means to minimize related environmental, technological and biological disasters. <i>Source: Royal Government of Cambodia. (2015). Law on Disaster Management. [Unofficial Translation].</i>
Recovery	The process following relief and supporting the transition into long term reconstruction and development. Recovery actions are most effective if anticipated and facilitated from the very outset of a humanitarian response. Recovery involves the restoration and improvement of facilities, livelihoods and living conditions of crisis-affected communities, including efforts to reduce risks brought on by the crisis. <i>Source: UNFPA. (2015). Minimum Standards for Prevention and Response to Gender-Based Violence in Emergencies.</i>
Resilience	The ability of a system, community or society exposed to hazards to resist, absorb, adapt to and recover from the effects of a hazard in a timely and efficient manner, including through the study of past disasters and remaining vigilant in the future as well as taking steps to improve the risk reduction. <i>Source: Royal Government of Cambodia. (2015). Law on Disaster Management. [Unofficial Translation].</i>
Response	Provision of emergency services and public assistance during or immediately after a disaster in order to save lives, reduce health impacts, ensure public safety and meet the basic subsistence needs of the people affected. <i>Source: Royal Government of Cambodia. (2015). Law on Disaster Management. [Unofficial Translation].</i>
Risk	The combination of the probability of an event and its negative consequences or loss to be expected (loss of life, injury, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage) which is caused by the transition between natural hazard or human to the vulnerability. <i>Source: Royal Government of Cambodia. (2015). Law on Disaster Management. [Unofficial Translation].</i>
Social Inclusion	The process of improving the terms of participation in society, particularly for people who are disadvantaged, through enhancing opportunities, access to resources, voice and respect for rights. <i>Source: UN Department of Economic and Social Affairs. (2016). Leaving No One Behind: The Imperative of Inclusive Development.</i>
Vulnerability	The condition determined by physical, social, economic and environmental factors; or processes that increase the vulnerability of a community which make it susceptible to the damaging effects of a hazard. <i>Source: Royal Government of Cambodia. (2015). Law on Disaster Management. [Unofficial Translation].</i>

1. Introduction

Cambodia is one of the world's most exposed countries to disaster impacts. Cambodia is particularly exposed to the impacts of disasters such as floods, droughts, storms, and typhoons, although this distribution varies across the country. Floods and drought are Cambodia's most frequent, costly, and deadly hazard, causing significant damage and affecting the lives of people and animals as well as vulnerability to climate change.

Disasters have the greatest adverse impacts on the underprivileged and disadvantaged people and those living in remote rural areas. Gender and other social factors, such as economic status and disability, influence people's exposure and vulnerability to the impacts of disasters. Although disasters affect whole communities, they affect men and women differently, due to men and women's different social roles and the social and economic marginalization that women face relative to men¹. Women and girls are more likely to be disproportionately affected in disasters, although their vulnerability is also affected by other factors such as age, disability status, economic status, and sexual orientation².

After disasters, relative to men, women are more likely to experience reduced life expectancy, and higher levels of unemployment and asset losses³. Due to traditional practices, women often face barriers to accessing bank accounts, finance, and formal employment, which limits their capacity to cope with and recover from disasters⁴. Households headed by women, the elderly, men with disabilities and people with HIV/AIDS were disproportionately affected by Typhoon Ketsana in Cambodia in 2009 as they had few assets or savings to cope with the loss of their livelihoods⁵. Globally and in Cambodia, gender and other social inequalities shape differential vulnerability to disasters and socioeconomic resilience.

Integrating a gender perspective into disaster management is critical in addressing gender-specific capacities, rights and needs. Disaster management policies and programs shall take into consideration the gendered impacts of disasters and gender inequality. Alternatively, measures that support women's socioeconomic resilience and participation at all stages of disaster management will address the root causes of women's vulnerability and provide them opportunities to exercise their rights by building on their strengths and capacities. This not only promotes gender equality, but also generates more effective outcomes for all stakeholders⁶ and prepares communities to adapt to the future impacts of climate change⁷. By taking the gender-differentiated impacts of disasters into account, disaster risk reduction programs can design and implement policies, preparation plans and programs that produce equitable and effective disaster recovery outcomes.

Cambodia's commitment under the 2030 Agenda to **'leave no one behind'**, and combat discrimination and inequalities affecting disadvantaged social groups requires attentions to the needs of women, children, the elderly, people with disabilities and invalids in response to disasters. Gender and gender equity are key principles to be mainstreamed in inclusive disaster management.

2. About this Guideline

The guideline is designed for practitioners and policy makers to implement gender mainstreaming in disaster management in accordance with the need of vulnerable groups in the Kingdom of Cambodia. It is intended to support these actors to refer to and develop their understanding of the differential impacts of disasters on gender and provide practical guidance on the mitigation of impacts and incorporation of gender perspectives and social inclusion into disaster management policies, plans and programs. It covers the integration of gender and social inclusion across the entire disaster management cycle, including prevention, mitigation, preparedness, response, and recovery. This guideline also contains links to resources from the United Nations and specialized disaster management agencies for further reading and examples of good practices.

3. Policy and Legal Framework

The Royal Government of Cambodia (RGC) has a range of laws, rectangular strategies, policies, frameworks and plans for the promotion gender equality which the Constitution of the Kingdom of Cambodia outlines the equal rights of men and women before the law and prohibits discrimination against women under Cambodia's National Strategic Development Plan (NSDP) 2019-2023. The Ministry of Women's Affairs (MoWA) has carried out gender mainstreaming throughout all sectors and development programs, with a focus on supporting the livelihoods and capacity of women with disabilities and Indigenous women⁸. Implementing the Strategy on Gender and Climate Change, Disaster Management and Green Development is a priority activity prioritizing human resource development, of which gender equality and social protection are key focus areas. The RGC's measures include promoting women's participation at subnational and national levels and expanding social assistance programs⁹. The Neary Rattanak V (2019-2023), designed and implemented by the MoWA, is Cambodia's national gender equality policy. Its Strategy 6, 'Gender and Climate Change', prioritizes gender mainstreaming and programs that support women, girls and other vulnerable social groups in climate change adaptation, green growth and disaster risk reduction. This includes conducting and sharing further research and supporting stakeholders to build their capacity and commitment to implement gender-sensitive disaster management measures¹⁰. The RGC's gender equality and development plans make provisions for gender mainstreaming and expanding social inclusion, including in disaster management programs.

The Law on Disaster Management and National Action Plan for Disaster Risk Reduction (NAP DRR) 2019-2023 as the key policy instruments for disaster management in Cambodia have enhanced vulnerable social groups' awareness of and resilience to disaster risks and increased the accessibility of early warning systems for these groups. The policy instruments also mandated the socially representative participation of groups vulnerable to the impacts of disasters, such as women, youth, children, the elderly, and people with disabilities, in the National Forum on Disaster Risk Reduction. The NAP DRR's expected outcomes for social groups of interest include increased resilience to disasters, appropriate living conditions in safe evacuation shelters, and adequate access to social safety nets. Cambodia's National Strategy on Disaster Risk Management for Health 2020-2024 supports the needs of women and girls in

disasters by fully incorporating the Inter-Agency Working Group on Reproductive Health in Crisis Minimum Initial Service Package (MISP)¹ on the provision of maternal, sexual and reproductive health services and preventing and managing the consequences of gender based violence in emergencies¹¹.

Cambodia's laws on climate change also recognize disasters as a climate change impact and integrate gender and social inclusion perspectives. MoWA's Gender and Climate Change Committee (GCCC)'s Gender and Climate Change Strategic Plan (GCCSP 2013-2023) supports gender mainstreaming in all climate change-related policymaking. It also emphasizes promoting women's participation, capacity building on gender, and gender-responsive budgeting¹².

International frameworks, as well as regional frameworks to which the RGC is a Party, also highlight the importance of gender equality and social inclusion for effective and equitable disaster management. Article 36 (a)(i) of the Sendai Framework on Disaster Risk Reduction 2015-2030 states that:

*"Women and their participation are critical to effectively managing disaster risk and designing, resourcing and implementing gender-sensitive disaster risk reduction policies, plans and programmes; and adequate capacity building measures need to be taken to empower women for preparedness as well as build their capacity for alternate livelihood means in post-disaster situations."*¹³

From another perspective, international norms and frameworks to reach gender equality and promote women's rights, namely the Convention of Elimination of All Forms of Discrimination Against Women (CEDAW) also highlight the important of linking gender equality efforts with disaster management. The UN Committee for the Elimination of Discrimination Against Women (CEDAW Committee) introduced in 2018 General Recommendation 37 (GR37) which outlines the obligations of States Parties to prevent women and girls from disproportionately experiencing the adverse impacts of disasters and climate change, and to mitigate these differentiated impacts¹⁴.

Table on Gender Commitments in Regional Frameworks on Disaster Management in the Asia-Pacific Region.²

Asia-Pacific Regional Framework on Disaster Risk Reduction	Gender Commitments
2008 Manila Declaration for Global Action on Gender in Climate Change and Disaster Risk Reduction ¹⁵	<ul style="list-style-type: none"> - Gender mainstreaming in international and domestic climate change and disaster management processes as a regional priority. - Gender parity in decision-making at all levels.
2009 Beijing Agenda for Global Action on Gender-Sensitive Disaster Risk Reduction ¹⁶	<ul style="list-style-type: none"> - Set nine goals for gender-responsive disaster risk reduction and climate change adaptation, including gender-responsive data collection and monitoring.

² Asia-Pacific Action Plan 2022-2025 will be launched in Q4, 2021.

2016 New Delhi Declaration on Disaster Risk Reduction ¹⁷	<ul style="list-style-type: none"> - People-centered approach that promotes meaningful participation and representation of women, children, youth, and people with disabilities.
2018 Ulaanbaatar Declaration ¹⁸	<ul style="list-style-type: none"> - Full and equal participation of women throughout the disaster management cycle. - Encourages meaningful participation and supports representation of women, young people, older persons and persons with disabilities in leadership roles for DRR.
Action Plan 2018-2020 of the Asia Regional Plan for Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030 ¹⁹	<ul style="list-style-type: none"> - Calls for the promotion and support of gender-sensitive and gender-responsive DRR actions at the regional, national and local levels, including universal access to sexual and reproductive health services, prevention and response to GBV, women's leadership and meaningful engagement of young people.
Association of South-East Asian Nations (ASEAN) Agreement on Disaster Management and Emergency Response (AADMER) Work Programme 2021-2025 ²⁰	<ul style="list-style-type: none"> - Whole-of-society approach to disaster management, recognizing the needs and key roles of groups most impacted by disasters. - Contains a dedicated outcome on empowerment of vulnerable groups, including women and girls. - Established Technical Working Group on Protection, Gender and Inclusion to strengthen cross-sectoral collaboration on social inclusion.

International frameworks also highlight the need for cohesive monitoring and reporting on gender and social inclusion through appropriate indicators in disaster management activities. National disaster management platforms are required to monitor and report to the High-Level Political Forum for Sustainable Development, the UN General Assembly and the Economic and Social Council²¹ to facilitate the national monitoring and reporting of sustainable development goals.

4. Mainstreaming Gender Through the Disaster Management Cycle

Gender equality and social inclusion can be mainstreamed at each stage of the disaster management cycle. The cycle (Figure 1) simplifies the complex process of disaster management into three phases: 1- pre-disaster: disaster prevention, mitigation, and preparedness ('before'); 2- during disaster: disaster response ('during/immediately after'); and 3- post-disaster: disaster recovery ('after'). Divided accordingly, this chapter provides guidance for mainstreaming gender and social inclusion considerations at each stage. Each section includes relevant checklists, case studies and tools for mainstreaming gender and social inclusion, as well as links to further resources.

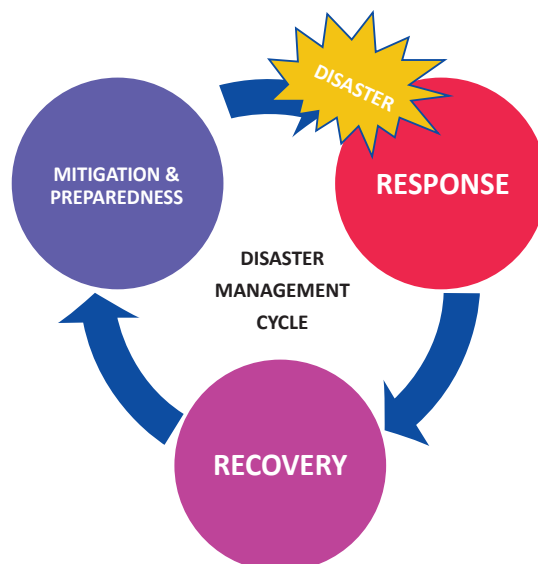


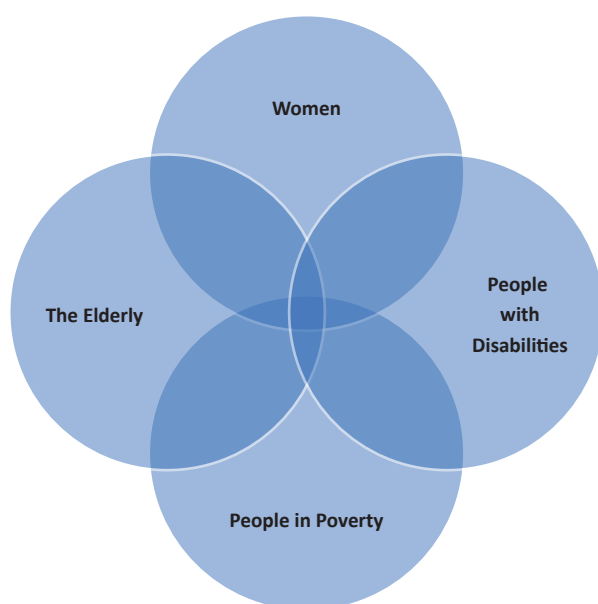
Figure 1: The Three Stages of the Disaster Management Cycle.

Several critical steps to integrating gender and social inclusion apply across the three phases of the disaster management cycle. These include the importance of identifying the most vulnerable social groups; collecting Sex-, Age-, and Diversity-Disaggregated Data (SADDD) and conducting gender-responsive and socially inclusive monitoring and evaluation. CamDi and PRISM version 2 are the data management systems in place in Cambodia.²² The rest of this section covers these cross-cutting areas.

Who are the vulnerable groups in disaster management?

In order to ‘leave no one behind’ in disaster management, it is crucial to identify social groups that are particularly vulnerable to the impacts of disasters. The NAP DRR identifies these social groups in the Cambodian context to be women, children, young people, the elderly, people

Box 1: Overlapping Vulnerabilities.



Women heads of households and people with disabilities in Cambodia are more likely to be vulnerable to poverty. However, disabled women heads of households in poverty experience *overlapping vulnerability*. These groups often face direct and indirect discrimination affecting their capacity to build socioeconomic resilience, access early warning information and disaster recovery services, and participate in and lead disaster management efforts. Distinct efforts are needed to understand overlapping vulnerabilities to ensure inclusive disaster management and equality of outcomes.

Figure 2: Example of Overlapping Vulnerabilities to Disaster Impacts in Cambodia.

with disabilities, especially members of these groups living in poverty²³ and other social groups of interest which may include ethnic minorities, people living with HIV/AIDS, and the LGBTI community. An individual may be a member of several of these groups (depicted in Figure 2, Box 1) and experience intersecting forms of marginalization as a result²⁴.

Efforts to make Cambodia's disaster management more inclusive should address the capacities and needs of social groups vulnerable to the impacts of disasters, informed by data from local contexts (see Box 2).

Box 2: Addressing the Capacities and Needs of Social Groups Vulnerable to Disaster Impacts.

- Fund and implement disaster management activities that directly increase the resilience of women and other social groups of interest;
- Secure support from men and traditional power holders within communities for disaster management activities that promote gender equality and social inclusion;
- Promote the participation and leadership of women and other social groups of interest in decision-making at all levels of disaster management;
- Ensure national gender and social inclusion institutions have sufficient resources and capacity and collaborate with them on disaster management

Source: GFDRR. (2018). Gender Equality and Women's Empowerment in Disaster Recovery. p.26.

Sex, age and diversity disaggregated data

Disaggregated data is used to count and monitor the impacts of disasters according to a range of social categories²⁵. By providing crucial insights into the socially differentiated impacts of disasters, disaggregated data enable disaster management actors to design assistance that responds to the needs of vulnerable social groups and promotes their participation²⁶. GR37 recommends the collection and use of "sex, age, disability, ethnicity and regionally disaggregated data"²⁷. Ideally disaggregated data should include as many social factors as possible. At the

time of writing, sex- and age- disaggregated data is being collected via CamDi and PRISM data management systems, with the NAP DRR 2019-2023 highlighting the importance of and positive action towards collecting data disaggregated by disability status and income/wealth.²⁸ Importantly, disability can also be disaggregated in six areas: walking, seeing, hearing, cognition, self-care and communication²⁹. A set of simple questions, known as The Washington Group Short Set of Disability Questions can be used to standardize data collection in a way that focuses on people's experience of their own level of function³⁰. Importantly, all individuals should have the choice to disclose or withhold information about their personal characteristics³¹.

SADDD should be collected in an inclusive and culturally sensitive manner. Once certain social groups are identified as vulnerable in a disaster context, members of these communities can be recruited as data collectors and sought out as survey participants³². Members of vulnerable communities – for example, a certain ethnic group – may be more comfortable disclosing information to enumerators from the same community, due to shared experiences, language and cultural understanding³³. To ensure that data accurately reflects women and children's experiences, it should be collected at an individual level rather than only at a household level³⁴. Enumerators should be sensitive to local gender norms – for example, it may be considered inappropriate for a male enumerator to speak alone with a woman in a private place³⁵. Enumerators can promote gender-equal participation by scheduling meetings in locations

appropriate for all participants at times suitable for both women and men's schedules³⁶. While in many contexts, women may speak more freely when not in the presence of men, care needs to be taken to seek approvals from male household members if appropriate without compromising the privacy, confidentiality and safety of the data collected³⁷. GBV specific questions should not be included in the data collection tool and the enumerators should be adequately trained on the ethical and safety considerations for researching GBV.³⁸ In addition, in case a participant discloses experiences of GBV, enumerators must be well equipped and trained on how to safely refer them to available and reliable services.³⁹ SADD are key tools for inclusive disaster management that need to be collected regularly and sensitively.

Gender-responsive monitoring and evaluation

As SADD highlight the unequal impacts of disasters, they are an essential prerequisite for inclusive monitoring and evaluation. To capture changing outcomes for different social groups, SADD should be collected during:

- disaster preparedness (initial assessments during 'normal times');
- emergency needs assessments (disaster response);
- the start of disaster management measures, using Post-Disaster Needs Assessments (PDNA) or Capacity and Vulnerability Assessments (CVA) (to create a 'baseline'); and
- disaster management program implementation (disaster response and recovery).⁴⁰

This data can be used to design local, sub-national and national disaster baselines and databases to monitor the unequal impacts of disasters on different social groups. Analysis of SADD can be used to create vulnerability profiles for different communities and to design gender and social inclusion indicators for monitoring and evaluation.

Box 3 gives an example checklist of Gender Responsive and Socially Inclusive Monitoring and Evaluation.

Box 3. Example Checklist for Gender-responsive and Socially Inclusive Monitoring and Evaluation:

- Collect data at an individual rather than household level;
- Collect data disaggregated by sex, age, disability, ethnicity, region and any other relevant social factors (although all individuals can choose to disclose or withhold information about their personal characteristics);
- Ensure that women and members of other social groups of interest are included as members of survey teams;
- Train enumerators in safely referring survivors of GBV to available and reliable services;
- Ensure that women, men, and members of social groups of interest are interviewed for assessments, including by scheduling meetings at appropriate locations and times and making necessary adjustments for accessibility (e.g. conducting interview in a different language);
- Train data collection and monitoring and evaluation teams in gender analysis;
- Create baseline databases at local, regional, and national levels, and design vulnerability profiles for different communities;
- Design and use baseline and monitoring indicators disaggregated by sex, age, disability, ethnicity, region and any other relevant social factors, to monitor the impacts of a disaster on all social groups.

Gender-responsive and socially inclusive monitoring indicators measure changes in social relations over time, which can clarify the causes of different outcomes on diverse social

groups⁴¹. Baseline indicators measure the state of social relations prior to intervention and monitoring indicators measure changes in social relations. Indicators in Part A measure the differential impacts of a disaster according to a range of social categories. They can be used to assess the inclusiveness of disaster response and recovery measures and identify disproportionately impacted groups that may need additional support in future disasters. Indicators in Part B measure women's participation in disaster management and can be used to monitor progress towards gender equality in this area.

Table on Examples of Gender-Responsive and Socially Inclusive Baseline and Monitoring Indicators on Disaster Management.

Baseline Indicator	Monitoring Indicator
Part A: Disaster Impacts	
Population disaggregated by sex and age, including the percentage of infants, youth (under 15 years) and the elderly (over 65 years)	Proportion of internally displaced people after a disaster, disaggregated by sex, age and diversity factors
Numbers of persons belonging to disadvantaged groups, disaggregated by sex, age, and diversity factors	Percentage of disaster casualties among persons belonging to disadvantaged groups, disaggregated by sex, age and diversity factors
Part B: Political and Institutional Factors for Disaster Management	
Women's participation in disaster management processes	Percentage of women involved in disaster response; number of people involved in recovery work, disaggregated by gender, age and diversity factors
Percentage of women and men in community decision-making bodies	Percentage of women in local disaster management committees, disaggregated by gender, age and diversity factors

Source: Adapted from UN Women & UNDP. (2018). [Gender and Disaster Risk Reduction in Europe and Central Asia](#). p. 113-115.

The combination of SADDD and gender and social inclusion indicators are paramount for effective and equitable monitoring and evaluation. These tools make visible the differentiated social impacts of disasters and disaster management measures (both intended and unintended), enabling practitioners to identify gaps in provision that can be analyzed in After Action Review (AAR) processes⁴². AARs can be used to identify best practices and lessons learned for future disasters, in order to inform immediate actions to redress inequalities perpetuated in disaster response and long-term changes to institutional practice⁴³. Gender-responsive and socially inclusive monitoring and evaluation link the recovery and prevention stages of the disaster management cycle. These processes should also inform reporting to the Sendai Framework Progress Report and High-Level Political Forum for Sustainable Development (on SDGs) to demonstrate progress on gender equality and social inclusion in disaster management policies and programs⁴⁴.

Checklist for Using SADDD and Gender and Social Inclusion Indicators:

- Collect SADDD to design local, sub-national and national disaster baselines and databases.
- Use SADDD to inform gender analysis (see Box 4 for information on gender analysis) for:
 - vulnerability profiles for different communities;
 - the design and implementation of disaster management policies and programs.
- Use SADDD to design gender and social inclusion indicators to monitor progress towards inclusive disaster management.
- Provide adequate capacity-building and earmarked funding for SADDD collection, management, and use at local, sub-national and national levels.
- Use SADDD and gender and social inclusion indicators to:
 - evaluate and redesign disaster management policies and programs;
 - report progress to regional and international disaster management frameworks.⁴⁵

4.1. Gender in Disaster Risk Prevention, Mitigation and Preparedness

Disaster risk prevention, mitigation and preparedness provides an opportunity for communities to collectively assess their vulnerabilities, capacities and exposure to risk. This enables communities to take steps to prevent harm to the most vulnerable social groups in disasters.

These may include supporting equal access to resources and promoting the full and equal participation of all people in community assessments, which not only builds resilience but also creates more inclusive communities.

Box 4: Gender Analysis

Gender analysis is a systematic method of understanding gender relations and inequalities in a given context. This does not only relate to women, but to gender roles and relations (for example, male-based gender issues that increase the vulnerability of men and boys, or stereotypes about women that limit their opportunities). Gender analysis may consist of primary and/or secondary research. The below questions can help to identify issues and factors affecting gender inequality in a certain context.

- Who does what and why?
- How, and with what?
- Who owns what?
- Who is responsible for what?
- Who is entitled to what?
- Who controls what?
- Who decides what?
- Who gets what?
- Who gains, who loses?
- Why?

4.1.1. Prevention

Develop strategies for identification, mitigation, and preparedness for reducing the damage caused by disaster through legal norms, policies, plans and programs by increasing knowledge, capacity, priorities and attention to women's needs.

4.1.1.1. Hazard, Vulnerability and Capacity Assessments

Hazard, vulnerability and capacity assessments (HVCAs) collect information on past patterns of hazards, the present threats and vulnerabilities in a community and the resources available in a community to cope with the impacts of a disaster⁴⁶. HVCAs use Participatory Risk Assessment methods, in which the community collects data, to gather more accurate information and boost community awareness of and participation in disaster management⁴⁷.

HVCAs are key for designing responses that leave no one behind and for identification of hazards facing a community. Different social groups, including men and women, identify and perceive risks differently, and social groups of interest may experience different risks⁴⁸. Therefore, community hazard assessments should incorporate a range of perspectives by ensuring the proportional representation of social groups strongly impacted by disasters in participatory exercises⁴⁹. In a vulnerability assessment, community members identify which people, livelihoods and structures are at risk from different types of hazard. In a capacity assessment, community members identify the resources they use to cope with and recover from adverse disaster impacts⁵⁰. Different community members will bring diverse perspectives based on their identities and experiences, and so HVCA should be conducted in a socially inclusive and participatory way.

Box 5: Checklist for Inclusive HVCAs:

- Promote equal involvement of all social groups in the development of risk and hazard maps;
- Select a small group of people that represents a cross-section of the community to conduct transect walks;
- Train a cross-section of a community's social groups to conduct risk and hazard assessments;
- Interview a range of community members when conducting semi-structured interviews, for example, by sampling community members from disaggregated categories according to age, gender and livelihood;
- Conduct separate sessions with women and men when identifying the gendered division of labour in a seasonal calendar or conducting livelihood analysis;
- Disaggregate within households when conducting resource mapping, by asking which household members use and control which resources;
- Pay attention to group dynamics in focus groups and encourage people that have not spoken to contribute, or consult with them separately if appropriate;
- Identify aspects of risk that differ according to gender, age, disability and other social factors;
- Use SADDD in risk profiles and hazard maps and analyze the impact of social factors on people's differential exposure to risk

Source: GFDRR. (2018). [*Gender Equality and Women's Empowerment in Disaster Recovery*](#). p. 27; Cambodian Red Cross. (n.d.). [*Hazard, Vulnerability and Capacity Assessment: Community Based Disaster Preparedness*](#).

Sample Gender-Responsive and Socially Inclusive HVCA Questions for Different Categories of Capacity and Vulnerability

Type of Capacity	Sample Gender-Responsive and Socially Inclusive Questions
Physical or material A person's physical environment; access to capital, essential items and assets; skills and livelihood; and coping strategies	<ul style="list-style-type: none"> - What are the capacities of different social groups (e.g. people with disabilities) in the community? Do they differ? - What productive resources, skills, and economic and social challenges exist? Which social groups have control over these resources? - Do social groups have differing access to services and assets?
Social or organizational The social composition of a community, including formal and informal decision-making systems	<ul style="list-style-type: none"> - What are the formal and informal structures women and men use to make decisions and organize social and economic activities before a disaster? How might future disasters affect these social structures and systems? - To what extent do disadvantaged social groups, such as women, participate in formal structures and informal systems where decisions are made about social and economic activities? - Are there social or cultural barriers to their participation?
Motivational and attitudinal Cultural and psychological factors	<ul style="list-style-type: none"> - How do different social groups (e.g. women and men) view themselves and their abilities to deal effectively with the social environment and changes within? - What roles and opportunities, including gender roles and relations, exist for people in the community? How has the disaster affected them?

Source: UN Women & UNDP. (2018). [Gender and Disaster Risk Reduction in Europe and Central Asia](#). p. 49; CARE, UN Women & GIZ. (2015). [Making It Count: Integrating Gender into Climate Change and Disaster Risk Reduction: A Practical How-To Guide](#). p. 21.

4.1.1.2. Contingency Planning and Emergency Response Simulations (NCP, PCP)

Having identified the vulnerabilities of different social groups in HVCAs and emergency response simulations, contingency planning is an opportunity to build community resilience. A key element of this is ensuring that all social groups have full and equal access to financial protection. Women may also face challenges opening a solo bank account in their name. Building women's resilience to disasters includes improving their access to credit, assets and financial resources by:

- Using disaggregated, individual-level assessments, or parameters like women-headed households, single households and widows in financial protection plans and programs;
- Building adaptive social protection systems that reach social groups facing multiple barriers to access (for example, elderly women and women with disabilities);
- Investing in increased access to finance for women vulnerable to the impacts of disasters through mechanisms such as microcredit, microfinance, and saving schemes;
- Supporting women vulnerable to the impacts of disasters to diversify their income and livelihoods⁵¹.

Checklist for Inclusive Community-level Contingency Planning:

- Incorporate disaster management activities into community-based social protection programs, especially for social groups of interest;
- Develop community education and awareness-raising initiatives on disaster risk and resilience targeting social groups of interest, such as ethnic minority communities. A train-the-trainers methodology or media campaigns can achieve this at scale;
- Use informal games, competitions, publications, and preparedness drills to engage girls and boys in schools on disaster preparedness strategies, including the challenges girls sometimes face in responding to disasters and how these can be mitigated;
- Ensure that critical facilities such as evacuation sites and emergency housing facilities are accessible to all social groups, including people with disabilities. Provide information about emergency facilities in local languages and with illustrations on a community information board;
- Support training on coping strategies in disaster settings, such as swimming lessons in flood-prone areas, for social groups without previous access;
- Assist women, girls and other social groups in acquiring identity cards and bank accounts to access disaster response support⁵².
- Where possible, work with different sectors to develop a GBV referral mechanism and standard operating procedures clarifying roles and responsibilities for GBV response. Make information about GBV services easily available and accessible.

As community-level contingency planning informs planning at the regional and national levels, similar standards for social inclusion can be applied across both sectoral emergency prevention and response plans and HRF Contingency Planning.

4.1.2. Risk Reduction

4.1.2.1. Early Warning and Risk Communication

Early warning systems are most effective when they recognize and incorporate the differences among individuals and social groups⁵³. They need to be designed on the assumption that social groups have differing levels of knowledge about existing risks in the community. For example, in some communities, gender stereotypes and roles may preclude women's access to information or participation in training sessions⁵⁴. HVCAs can provide the necessary information on the understanding of and assessment of risk by different social groups. Due to their social and economic roles, social groups may detect the onset of disaster differently and prioritize varying aspects of disaster preparedness⁵⁵.

Different social groups, such as men and women, receive early warning information from varying sources and interpret and respond to this information in contrasting ways. Information flows within a community are affected by gender, social status, ability and location, among many factors, and often fail to reach women living in remote locations. Cambodia's Early Warning System 1294 requires users to have a registered mobile phone in order to receive warnings about natural hazards. People with disabilities may face barriers in accessing early warning information — for example, the majority of evacuation announcements are audibly transmitted (e.g. through sirens and loudspeakers), which does not meet the needs of people who are deaf or hard of hearing. Possible solutions include sending early warning emails to

people with disabilities, technologies such as captioning for radio and television, and door-to-door visits by volunteers for those who may not have received early warning information. Communicating early warning information through a range of methods, in addition to targeted approaches for social groups such as people with disabilities, can ensure that all community members are equally well-informed.

Checklist for Inclusive Early Warning Systems and Risk Communication:

- Enable early warning systems to target women and men in diverse social groups and hazard contexts and provide all groups with equal access to early warning systems;
- Formulate and disseminate warnings so that they are adequately understood by a range of social groups (including women and girls, and people with disabilities);
- Promote the participation of groups for disadvantaged people in disaster preparedness drills and the design of early warning systems and risk communication;
- Train women and other social groups vulnerable to the impacts of disasters to install, operate, and maintain early warning systems;
- Incorporate the different vulnerabilities and capacities of different social groups, such as women and people with disabilities, into early warning system plans and risk communication.

4.1.2.2. Safe Evacuation Sites Set Up and Management

Women and other disadvantaged social groups have diverse priorities and needs in disaster contexts, which need to be included in planning and budgeting for evacuation sites⁵⁶. Social groups of interest should have full and equal participation in designing evacuation sites, for example, in decision-making on security⁵⁷. Security services should monitor high-risk areas of evacuation sites at all times⁵⁸. Staff at evacuation sites should have an understanding of social inclusion and gender equality and be adequately trained to refer people to relevant psychosocial support, GBV response services and sexual and reproductive health services.

Evacuation sites should provide a range of services to support residents, many of which can be provided in a centralized setting. These centres provided psychosocial counselling, trauma support, legal assistance and raised awareness on the availability of economic support such as Cash for Work opportunities.

Checklist for Inclusive Safe Evacuation Sites:

- Facilities should be responsive to the social, cultural and economic needs and preferences identified by both men and women, and a range of social groups. Particular attention should be paid to their safety concerns, such as the location of water sources and sanitation facilities;
- Evacuation centers should have separate sanitation facilities for men and boys, and women and girls. This should be marked by clear signage. Sanitation facilities should be culturally appropriate, located in safe areas, with privacy (e.g. locks on the inside);
- Evacuation centers should have culturally appropriate, private facilities for women and girls, especially for lactating women;
- Facilities should be safe for all social groups, especially those at heightened risk of GBV, for example, by providing adequate lighting at night;

- Facilities should be physically accessible for all people, including elderly people and people with mobility disabilities;
- Evacuation sites should employ security personnel and managing staff from diverse backgrounds if possible.⁵⁹
- Equal training opportunities for males and females in water and sanitation system operation and maintenance, to encourage sharing of household responsibilities⁶⁰.

4.1.3. Preparedness

Preparedness for the emergency response includes transportation, relief supplies, food reserves, safety evacuation, supplies and women's essentials.

4.1.3.1. Pre-Season Preparedness Meeting

Governments can strengthen their capacity to recover from disasters quickly and equitably by mainstreaming gender and inclusion in disaster recovery institutions, programs, and budgeting. Pre-season preparedness meetings are an opportunity to assess the inclusivity of existing disaster management measures and make necessary alterations. This may include assessing the participation of groups vulnerable to the impacts of disasters in disaster management leadership and operational teams and taking steps to promote their participation (if they are underrepresented).

Mainstreaming Gender and Social Inclusion in Disaster Management Planning.

Sections of Disaster Management Plan	Entry Points for Integrating Gender and Social Inclusion
Situation Analysis Summary of policy context and hazards addressed in the plan. Opportunity to lay the foundation for inclusive approach.	<ul style="list-style-type: none"> - Justify the relevance of addressing gender equality and social inclusion, including reference to relevant policy documents and frameworks. - Address the gender and social dimensions of risks covered in the plan.
Vision, Objectives and Guiding Principles Specific commitments in this section enable mainstreaming of guiding principles such as social inclusion throughout the plan.	<ul style="list-style-type: none"> - Include a commitment to increasing gender equality and social inclusion. - Identify the specific social inequalities that the plan will address, while recognizing that one person may experience multiple forms of exclusion.
Strategic Areas of Action Plans often define areas of action in relation to Sendai. Should identify the roles and capacities of different social groups of interest and draw on their diverse perspectives.	<ul style="list-style-type: none"> - Incorporate the social dimensions of disaster risk (e.g. drawn from inclusive HVCAs). - Promote social equality in the process of strengthening disaster management institutions (e.g. by hiring more staff from underrepresented groups). - Consider the roles of diverse social groups in preparedness planning and early warning systems.
Implementation and Operationalization Attention should be paid to how practical gender and social inclusion issues will be mitigated.	<ul style="list-style-type: none"> - Promote participation of women and other underrepresented groups in decision-making. - Allocate resources to implement gender-responsive and socially inclusive activities. - Employ gender-responsive and socially inclusive monitoring and evaluation, including gender and social inclusion indicators and collection of SADD.

Source: FAO. (2016). [Gender-responsive Disaster Risk Reduction in the Agriculture Sector: Guidance for Policy-makers and Practitioners](#). p. 37-38.

4.1.3.2. Training and Other Capacity Development Interventions

To ensure an inclusive approach throughout all stages of the disaster management cycle, policy makers and program staff working on disaster management require a robust understanding of gender and social inclusion (this can be developed through awareness raising and capacity building activities). Key capabilities to develop through training include:

- understanding gender and gender roles;
- recognizing how vulnerability is caused by unequal social and economic relations;
- interpreting SADDD and gender and social inclusion indicators;
- using basic gender analysis;
- mainstreaming gender and inclusion in disaster management plans, policies and operations.

Staff working on different elements of disaster management will need certain capabilities more than others and can receive specialized capacity development.

Capacity development could include tips on socially transformative interventions, such as engaging with men and boys to transform discriminatory gender norms. Rigid gender norms not only disadvantage women and girls, but also prevent men and boys from reaching their potential, as the pressure to conform to negative definitions of masculinity often leads young men to engage in risky and dangerous behaviour⁶¹. Programs promoting gender equality can reframe masculinity as nurturing, collaborative and non-violent, including by supporting men to act responsibly and supportively in their family roles. Programs can also engage with male champions for women's rights and support the equal distribution of unpaid household labour between men and women⁶².

Transformative interventions that increase the social power or access to resources of a social group can often create backlash from established social groups that feel threatened. It is important to monitor for unintended negative consequences and mitigate these if they occur. Mitigating steps include ensuring the full participation of the disadvantaged social groups in question throughout a project, including community and religious leaders in the process, and supporting communities to appreciate the beneficial nature of gender and other forms of social equality⁶³.

4.2. Gender in Disaster Response

During disaster response, it is essential to identify and address the needs of social groups most vulnerable to disaster impacts to ensure that they are not disproportionately affected. Women and girls are vulnerable to the impacts of disasters and are also particularly at risk of GBV during the disaster response stage⁶⁴. Statistics demonstrate that incidences of GBV, including exploitation and abuse, often spike immediately after disasters⁶⁵. Therefore, preventing GBV and supporting GBV survivors should be a priority during this stage.

4.2.1. Stakeholder Coordination in Emergencies

Stakeholder coordination in emergency response should identify and respond to the different needs of social groups most vulnerable to the adverse effects of disasters. This requires effective coordination between disaster management actors, including the United Nations, international and domestic non-governmental and humanitarian organizations (for example, the Humanitarian Response Forum, Cambodia Humanitarian Forum, and Preparedness Partnership of Cambodia ensure effective communication between the NCDM and a diverse range of other disaster management actors). Community committees on disaster management can also be engaged for consultation and feedback, functioning as a communication channel between disaster management decision-makers and affected communities⁶⁶.

To make emergency response more gender-responsive and socially inclusive in stakeholder consultation and coordination, particular effort should be made to promote the meaningful participation of people with disabilities, who are underrepresented in governance and decision-making despite being disproportionately impacted by disasters. It aims to ensure that all people can meaningfully participate, coordination meetings may need to make adjustments, for example, using sign language interpretation for people who are deaf or hard of hearing⁶⁷.

4.2.2. Emergency Needs Assessments, Data Collection, Analysis and Disaster Reporting

Box 7: Gender Based Violence (GBV)

- According to GR37, GBV includes domestic violence, sexual violence, economic violence, human trafficking and forced marriage. UNFPA outlines eighteen minimum standards for mitigating, preventing and responding to GBV in emergencies, including:
- “GBV survivors, including women, girls, boys and men, access quality, life-saving healthcare services, with an emphasis on clinical management of rape.” (Minimum Standard 5)
- “GBV survivors access quality mental health and psychosocial support focused on healing, empowerment and recovery.” (Minimum Standard 6)
- “Safety and security measures are in place to prevent and mitigate GBV and protect survivors.” (Minimum Standard 7)
- “Referral systems are in place to connect women, girls and other at-risk groups to appropriate multi-sector GBV prevention and response services in a timely and safe manner.” (Minimum Standard 11)
- “GBV risk mitigation and survivor support are integrated across humanitarian sectors at every stage of the programme cycle and throughout the emergency response.” (Minimum Standard 12)

For the full list of Minimum Standards, see UNFPA. (2015). [*UNFPA Minimum Standards for Prevention and Response to Gender Based Violence in Emergencies*](#).

Source: CEDAW. (2018). [*General Recommendation No. 37 on Gender-related dimensions of disaster risk reduction in the context of climate change*](#). p. 15; UNFPA. (2015). [*UNFPA Minimum Standards for Prevention and Response to Gender Based Violence in Emergencies*](#). p. iii.

Emergency needs assessments entail a swift identification of the needs of different social groups immediately after a disaster to ensure that adequate relief supplies are distributed. The collection of accurate disaggregated data during disaster prevention and preparedness stages,

enables disaster response teams to identify vulnerable groups to disaster impacts and access baseline information on the community. These make conducting emergency needs assessments more efficient. By making visible the impacts of disasters on social groups of interest, they also enable gender-responsive and socially inclusive analysis and disaster response.

Emergency needs assessment teams should be gender-balanced, representative of the population in which they are working, and trained on gender and social inclusion in order to identify specific risks and vulnerability factors for all community members⁶⁸. Female enumerators should interview affected women and girls. Enumerators should focus on:

- Collecting SADDD on affected population and target population;
- Including female-headed households as a key group for information gathering and service delivery;
- Conducting GBV safety and vulnerability audit and integrating GBV risks-related questions in other sectors (e.g. lighting of evacuation camps or whether men and women have separate latrines);
- Making observations on GBV related risks, based on training on things to look out for⁶⁹. (It is never appropriate to ask direct questions about experiences of GBV).

4.2.3. Relief Distribution

The needs of different social groups also need to be considered in relief packages. Examples include sex-specific needs like menstrual hygiene products and culture-specific needs such as religious attire⁷⁰. Relief materials should include culturally relevant dignity kits, which can serve as entry points to engage with survivors of GBV and to provide information on what services are available and how to access them. Dignity kits may also include items that may help mitigate GBV risks such as radios, whistles and lights. Research on dignity kits has found that their value is more than material; women have said that the experience of receiving a kit in a time of need was itself beneficial and made them feel as though they had not been forgotten. They should also include family planning supplies such as condoms that protect against unintended pregnancies and sexually transmitted infections, and are appropriate for a diverse range of people, including members of the lesbian, gay, bisexual, transgender and intersex (LGBTI) community⁷¹. Communities should also have adequate access to family planning and sexual health support, and psychosocial support, especially on GBV, according to UNFPA's MISF.⁷² Disaster management workers should seek feedback from a range of social groups to ensure that the contents of relief packages meet their needs and are culturally relevant and appropriate, in order to inform preparedness for future disasters⁷³.

Top Tip: Improving Women's Access to Disaster Relief

In many countries, women are unable to access disaster relief, as they may not have identity documents, and land and property documents may be in the names of male family members. This can exacerbate the challenges many women face in accessing bank accounts and financial transfer services. Therefore, it is essential to reform registration systems for accessing disaster relief to provide women and other social groups with opportunities and support to acquire necessary documentation. Client outreach services can also be reformed to be more accessible to people with mobility and time constraints and those living in remote locations.

World Bank. (2011). [*Guidance Note 7: Making Livelihoods and Social Protection Gender-Sensitive*](#).

Women also have some specific health needs, including access to maternal health and obstetric care. In cultures where women are expected to be examined by female medical professionals and/or where women's mobility is restricted, the availability of male and female medical personnel is essential.

Information on relief provision and distribution should be accessible to all community members⁷⁴. Procedures for relief registration and distribution should ensure access by all types of individuals and households, for example, by employing user-friendly administrative procedures⁷⁵. Cash-for-work schemes should account for social groups' different literacy, mobility, unpaid household responsibilities and labor schedules⁷⁶. Given the barriers that women and other social groups face in accessing financial institutions, financial assistance measures can include:

- Providing funding through microfinance institutions and saving societies;
- Using mobile phone money transfer options;
- Supporting women to establish their own bank accounts or joint accounts with partners/husbands;
- Providing assistance to women and other social groups to claim or receive entitlements and legal support if lacking the necessary documentation (e.g. land ownership documents)⁷⁷.

4.2.4. Search and Rescue Operations and Evacuation

Checklist for Inclusive Search and Rescue Operations and Evacuation:

- Use individual-level (rather than household-level) SADDD for identifying missing people;
- Employ a range of communication methods to reach people with disabilities, speakers of different languages, and people with varying literacy levels with evacuation information;
- Ensure that community members and disaster management staff are trained on assisting people with disabilities with evacuation, with an emphasis on the importance of asking people what support they need/prefer. Training may include techniques to lift and carry people with mobility disabilities;
- Ensure that accessible transport options are available for people with mobility disabilities in a safe, reliable and timely manner;
- Employ a diverse team (men-women) for search and rescue operations, accounting for cultural factors — for example, it may be deemed inappropriate for a male search and rescue officer to speak with a woman privately;
- Evacuation procedure prioritizes social groups most vulnerable to the impacts of disasters in evacuation procedures, according to local context and National Committee for Disaster Management (NCDM) protocol.

For further information on accessible evacuation techniques, transportation options, and communication strategies, see GAATES, ABU & ADPC. (2014). [*Guideline on Inclusive Disaster Risk Reduction: Early Warnings and Accessible Broadcasting.*](#)

4.3. Gender in Disaster Recovery

Disaster recovery is an opportunity to transform unequal power relations and access to resources and promote gender equality and social inclusion in communities. This entails articulating a vision for disaster recovery that promotes gender equality and social inclusion, supported by inclusive policy and legal frameworks⁷⁸. Having identified the challenges faced by groups vulnerable to the impacts of disasters, recovery programs can provide targeted support to improve the resilience of key social groups to future disasters. In this way, disaster recovery can promote long-term social inclusion and sustainable development.

4.3.1. Post-Disaster Needs Assessment

A post-disaster needs assessment (PDNA) is a holistic framework to assess the impacts of a disaster on all sectors⁷⁹. PDNAs typically draw on both primary data collection, such as through focus groups and interviews, and secondary sources, such as government censuses and regular household surveys, which can serve as a baseline to understand disaster impacts⁸⁰. Often taken 72 hours after the disaster, and then at set time intervals afterwards, PDNAs provide crucial information on the differential effects of disasters on diverse social groups, which is used to prioritize recovery measures.

Challenges and Solutions in Post-Disaster Data Collection.

Challenge	Solutions
Over-reliance on household-level data (from household surveys) underestimates losses to women's assets. Interviewing heads of households often creates male bias. It also often fails to include homeless people, migrants or people living in remote areas.	<ul style="list-style-type: none">- Employ a range of survey techniques, including phone surveys.- Use individuals, rather than households, as the unit of analysis.- Record small high-value household losses (e.g. sewing machines) as these likely make up a significant share of women's assets.
Trade-off between urgency, time burden for respondents and quality and quantity of data collected.	Use longitudinal post-disaster studies to see long-term and changing disaster impacts.
Lack of disaggregated and consistent baseline data in disaster-affected areas, inhibiting trend analysis.	Mainstream gender and social inclusion into data collection and use at local, sub-national and national levels.
SADDD collected are not detailed enough at a local level to inform recovery measures.	Collect SADDD at a granular, community level where possible.

Enumerators lack expertise or willingness to collect data on sensitive issues such as sexual orientation and HIV status.	Conduct social inclusion training for enumerators during disaster preparedness stage.
--	---

Source: UN Women & UNDP. (2018). [Gender and Disaster Risk Reduction in Europe and Central Asia](#). p. 50-51; GFDRR. (2018). [Gender Equality and Women's Empowerment in Disaster Recovery](#). p. 6.

Monitoring and evaluation measures such as PDNAs close the disaster management cycle. Teams at local, sub-national and national levels can use PDNA results to inform both recovery programs and future disaster preparedness measures. For example, teams can analyze PDNA results to identify the effects of emergency operations and disaster response on the community's gender relations, and to prepare for gender-responsive recovery programming.

4.3.2. Recovery Programs

Recovery programs are long-term social, economic and environmental projects to recover from disaster impacts and build more resilient communities. Their design should be informed by analysis of PDNAs and regular and meaningful consultation with community groups representing the interests of key social groups, such as local women's committees⁸¹. Promoting the participation of underrepresented groups in disaster recovery planning, budgeting and implementation is important for designing socially inclusive responses to disasters that can yield long-term social change⁸².

Checklist for Inclusive Recovery Programs:

- Analyze SADD to identify the diverse needs of social groups, and design provision and prioritization of recovery programs accordingly;
- Ensure that housing, cash and food-based assistance is accessible to all, including people without land title, such as homeless people or unregistered migrants;
- Continue provision of psychosocial support and sexual and reproductive health services;
- Continue to provide items and information that meets a diverse range of people's reproductive health needs, including those of the LGBTI community;
- Promote the participation of groups disproportionately impacted by disasters in designing and implementing recovery plans and programs;
- Encourage participation of underrepresented social groups such as women in physical reconstruction, with appropriate compensation and attention to their unpaid household responsibilities.⁸³
- Recovery programs not only enable communities to rebuild their livelihoods and physical and social infrastructure after disasters, but also create opportunities to foster more inclusive communities. This entails supporting previously excluded social groups to access services, build sustainable and resilient livelihoods and participate in community decision-making. Inclusive communities with participatory decision-making and programs on disaster management are more prepared to prevent, mitigate and respond to disasters. This stage completes the disaster management cycle.

Takeaway Messages – mainstreaming gender in disaster management

- Disaster management is an opportunity to '**build back better**' by ensuring that all social groups have equal access to services and participation in decision-making;
- SADDD is essential for designing effective disaster response and recovery measures, as well as conducting inclusive monitoring and evaluation;
- Understandings of social groups' vulnerabilities and capacities should inform communication strategies, disaster response support, and recovery programs;
- Capacity-building on social inclusion and gender equality is key for staff across all levels of disaster management.

5. Annex

Resources for Integrating Gender Equality and Social Inclusion into Recovery Measures.

Resource	Information on Inclusive Recovery Measures
Checklists	
ADB. (2014). <i>Gender Tip Sheet: Gender-Inclusive Disaster Risk Management.</i>	<ul style="list-style-type: none"> - Community infrastructure - Housing reconstruction - Livelihood restoration - Health - Education
UN Women & UNDP. (2018) <i>Gender and Disaster Risk Reduction in Europe and Central Asia.</i>	<ul style="list-style-type: none"> - Community infrastructure - Livelihood restoration - Financial inclusion
Case Studies	
GFDRR. (2018) <i>Gender Equality and Women's Empowerment in Disaster Recovery.</i>	<ul style="list-style-type: none"> - Strengthening the Financial Resilience of the Poorest in Uganda through Gender Responsive Social Protection
World Bank & GFDRR. (2021). <i>Gender Dimensions of Disaster Risk and Resilience: Existing Evidence.</i>	<ul style="list-style-type: none"> - Adaptive Social Protection, or innovative social protection programmes that can be scaled up in response to disasters

Endnotes

- ¹ CEDAW. *General Recommendation No. 37 on Gender-Related Dimensions of Disaster Risk Reduction in the Context of Climate Change*, CEDAW/C/GC/37 (13 March 2018), available from: <https://undocs.org/CEDAW/C/GC/37>.
- ² Ibid.
- ³ World Bank & Global Facility for Disaster Reduction and Recovery (GFDRR). (2021). *Gender Dimensions of Disaster Risk and Resilience: Existing Evidence*.
- ⁴ World Bank & GFDRR. (2021). *Gender Dimensions of Disaster Risk and Resilience: Existing Evidence*.
- ⁵ RGC. (2010). *Cambodia Post-Ketsana Disaster Needs Assessment Part I: Main Report*.
- ⁶ Ibid; World Bank & GFDRR. (2021). *Gender Dimensions of Disaster Risk and Resilience: Existing Evidence*. p. 7.
- ⁷ GGCA & UNDP. (n.d.). *Training Module 2: Gender, Climate Change Adaptation and Disaster Risk Reduction*.
- ⁸ RGC. (2019). *National Strategic Development Plan 2019-2023*.
- ⁹ RGC. (2018). *Rectangular Strategy for Growth, Employment, Equity and Efficiency: Building the Foundation for Realizing the Cambodia Vision 2050 - Phase IV*.
- ¹⁰ RGC, MoWA. (2019). *Neary Rattanak V 2019-2023*.
- ¹¹ UNFPA Cambodia. (2021, 28 January). STATEMENT: Launching of the National Strategy on Disaster Risk Management for Health Including the Minimum Initial Services Package (MISP). UNFPA Cambodia. Retrieved 17 June 2021 from: <https://cambodia.unfpa.org/en/news/launching-national-strategy-disaster-risk-management-health-including-minimum-initial-service>.
- ¹² RGC, MoWA GGCC. (2013). *Gender and Climate Change Strategic Plan Ministry of Women's Affairs (2013-2023)*; EmPower. (2019). *Review of Policy Commitments for Integrating Gender Issues into Climate Change Action and Disaster Risk Reduction in Cambodia*.
- ¹³ General Assembly Resolution 69/283, *Sendai Framework on Disaster Risk Reduction (2015-2030)*, A/RES/69/283 (23 June 2015), available from: <https://undocs.org/A/RES/69/283>, p. 19.
- ¹⁴ CEDAW. *General Recommendation No. 37 on Gender-Related Dimensions of Disaster Risk Reduction in the Context of Climate Change*, CEDAW/C/GC/37 (13 March 2018), available from: <https://undocs.org/CEDAW/C/GC/37>.
- ¹⁵ Manila Declaration for Global Action on Gender in Climate Change and Disaster Risk Reduction, adopted at the Third Global Congress of Women in Politics and Governance, on Gender in Climate Change Adaptation and Disaster Risk Reduction, 22 October 2008, available from: www.preventionweb.net/files/8731_maniladeclarationforglobalactionongenderinclimatechangeanddisasterreduction1.pdf.
- ¹⁶ Beijing Agenda for Global Action on Gender-Sensitive Disaster Risk Reduction, adopted at the International Conference on Gender and Disaster Risk Reduction, 22 April 2009, available from: https://www.preventionweb.net/files/9538_BeijingAgendaFinal22Apr09.pdf.
- ¹⁷ New Delhi Declaration on Disaster Risk Reduction in Asia and the Pacific 2016, adopted at the Asian Ministerial Conference on Disaster Risk Reduction, 2-5 November 2016, available from: <https://www.preventionweb.net/english/policies/v.php?id=50918&rid=4>.
- ¹⁸ Ulaanbaatar Declaration, adopted at the Asian Ministerial Conference on Disaster Risk Reduction, 3-6 July 2018, available from: https://www.preventionweb.net/files/56219_ulaanbaatardeclarationfinal.pdf.
- ¹⁹ Asian Ministerial Conference on Disaster Risk Reduction. (2018). *Action Plan 2018-2020 of the Asia Regional Plan for Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030*.
- ²⁰ AADMER Work Programme 2021-2025, adopted by the ASEAN Committee on Disaster Management, 25 November 2020, available from: <https://asean.org/storage/AADMER-Work-Programme-2021-2025.pdf>.
- ²¹ UN Women & UNDP. (2018). *Gender and Disaster Risk Reduction in Europe and Central Asia*.
- ²² NCDM. (2020). *Cambodia Disaster Damage & Loss Information System (CamDi)*; WFP & PulseLab Jakarta. (n.d.). *PRISM Version 2*.
- ²³ NCDM. (2020). *Cambodia Disaster Damage & Loss Information System (CamDi)*; WFP & PulseLab Jakarta. (n.d.). *PRISM Version 2*; RGC. (2019). *National Action Plan for Disaster Risk Reduction 2019-2023*.
- ²⁴ Kaijser, A., & Kronsell, A. (2013). Environmental Politics: Climate Change Through the Lens of Intersectionality. *Environmental Politics*, 23(3), 417–433; UN Women. (2020). *Review of Gender-Responsiveness and Disability-Inclusion in Disaster Risk Reduction in Asia and the Pacific*.
- ²⁵ IFRC. (2018). *Minimum Standards for Protection, Gender and Inclusion in Emergencies*.
- ²⁶ UN Women. (2020). *Review of Gender-Responsiveness and Disability-Inclusion in Disaster Risk Reduction in Asia and the Pacific*; UN Women & UNDP. (2018). *Gender and Disaster Risk Reduction in Europe and Central Asia*.
- ²⁷ CEDAW. *General Recommendation No. 37 on Gender-Related Dimensions of Disaster Risk Reduction in the Context of Climate Change*, CEDAW/C/GC/37 (13 March 2018), available from: <https://undocs.org/CEDAW/C/GC/37>. p. 11.
- ²⁸ RGC. (2019). *National Action Plan for Disaster Risk Reduction 2019-2023*.
- ²⁹ IFRC. (2018). *Minimum Standards for Protection, Gender and Inclusion in Emergencies*.
- ³⁰ Ibid.
- ³¹ UN Office of the High Commissioner for Human Rights. (2018). *A Human Rights-Based Approach to Data: Leaving No One Behind in the 2030 Agenda for Sustainable Development*.
- ³² Ibid.
- ³³ Ibid.
- ³⁴ GFDRR. (2018). *Gender Equality and Women's Empowerment in Disaster Recovery*.
- ³⁵ Elias, M. (2013). *Practical Tips for Conducting Gender-responsive Data Collection*. Bioversity International.
- ³⁶ Ibid.
- ³⁷ Ibid.
- ³⁸ World Health Organization. (2007). *WHO Ethical and Safety Recommendations for Researching, Documenting and Monitoring Sexual Violence in Emergencies*.
- ³⁹ Asian Development Bank. (2014). *Gender Tip Sheet: Gender-Inclusive Disaster Risk Management*; World Bank (East Asia and Pacific Region). (2012). *Making Women's Voices Count: Integrating Gender Issues to Disaster Risk Management - Overview & Resources for Guidance Notes*.
- ⁴⁰ UN Women & UNDP. (2018). *Gender and Disaster Risk Reduction in Europe and Central Asia*.
- ⁴¹ Ibid.
- ⁴² Ibid.
- ⁴³ World Health Organization. (2019). *Guidance for After Action Review (AAR)*.
- ⁴⁴ UN Women. (2020). *Review of Gender-Responsiveness and Disability-Inclusion in Disaster Risk Reduction in Asia and the Pacific*.
- ⁴⁵ Ibid; IFRC. (2010). *A Practical Guide to Gender-Sensitive Approaches for Disaster Management*.

-
- ⁴⁶ Cambodian Red Cross. (n.d.). [*Hazard, Vulnerability and Capacity Assessment: Community Based Disaster Preparedness.*](#)
- ⁴⁷ Ibid.
- ⁴⁸ Ibid.
- ⁴⁹ IFRC. (2010). [*A Practical Guide to Gender-Sensitive Approaches for Disaster Management.*](#)
- ⁵⁰ Cambodian Red Cross. (n.d.). [*Hazard, Vulnerability and Capacity Assessment: Community Based Disaster Preparedness.*](#)
- ⁵¹ GFDRR. (2018). [*Gender Equality and Women's Empowerment in Disaster Recovery.*](#)
- ⁵² ADB. (2014). [*Gender Tip Sheet: Gender-Inclusive Disaster Risk Management.*](#); DanChurchAid & UNDP. (2019, 31 January). *Cambodia, Looking to the Horizon, Prepares for Drought.* ReliefWeb. Retrieved on 20 June 2021, from: <https://reliefweb.int/report/cambodia/cambodia-looking-horizon-prepares-drought>.
- ⁵³ UN Women & UNDP. (2018). [*Gender and Disaster Risk Reduction in Europe and Central Asia*](#)
- ⁵⁴ UN Women & UNDP. (2018). [*Gender and Disaster Risk Reduction in Europe and Central Asia.*](#)
- ⁵⁵ UN Women & UNDP. (2018). [*Gender and Disaster Risk Reduction in Europe and Central Asia.*](#)
- ⁵⁶ IFRC. (2010). [*A Practical Guide to Gender-Sensitive Approaches for Disaster Management.*](#)
- ⁵⁷ UN Women & UNDP. (2018). [*Gender and Disaster Risk Reduction in Europe and Central Asia.*](#)
- ⁵⁸ Ibid.
- ⁵⁹ CARE, UN Women & GIZ. (2015) [*Making It Count: Integrating Gender into Climate Change and Disaster Risk Reduction: A Practical How-To Guide.*](#) p. 99; IFRC. (2010). [*A Practical Guide to Gender-Sensitive Approaches for Disaster Management.*](#)
- ⁶⁰ ADB. (2014). [*Gender Tip Sheet: Gender-Inclusive Disaster Risk Management.*](#)
- ⁶¹ Save the Children. (n.d.). [*Making Gender Equality a Reality: Theory of Change and Practical Actions for our Programmes.*](#)
- ⁶² Ibid.
- ⁶³ Ibid.
- ⁶⁴ UNFPA. (2015). [*UNFPA Minimum Standards for Prevention and Response to Gender Based Violence in Emergencies.*](#)
- ⁶⁵ Ibid.
- ⁶⁶ IFRC. (2010). [*A Practical Guide to Gender-Sensitive Approaches for Disaster Management.*](#)
- ⁶⁷ GAATES, ABU & ADPC. (2014). [*Guideline on Inclusive Disaster Risk Reduction: Early Warnings and Accessible Broadcasting.*](#)
- ⁶⁸ IFRC. (2010). [*A Practical Guide to Gender-Sensitive Approaches for Disaster Management.*](#)
- ⁶⁹ UNFPA. (2015). [*UNFPA Minimum Standards for Prevention and Response to Gender Based Violence in Emergencies.*](#)
- ⁷⁰ IFRC. (2010). [*A Practical Guide to Gender-Sensitive Approaches for Disaster Management.*](#)
- ⁷¹ Ibid; UNFPA. (2015). [*UNFPA Minimum Standards for Prevention and Response to Gender Based Violence in Emergencies.*](#)
- ⁷² Ibid.
- ⁷³ IFRC. (2010). [*A Practical Guide to Gender-Sensitive Approaches for Disaster Management.*](#)
- ⁷⁴ UN Women & UNDP. (2018). [*Gender and Disaster Risk Reduction in Europe and Central Asia.*](#)
- ⁷⁵ World Bank. (2011). [*Guidance Note 7: Making Livelihoods and Social Protection Gender-Sensitive.*](#)
- ⁷⁶ Ibid.
- ⁷⁷ GFDRR. (2018) [*Gender Equality and Women's Empowerment in Disaster Recovery.*](#)
- ⁷⁸ GFDRR. (2018). [*Gender Equality and Women's Empowerment in Disaster Recovery.*](#)
- ⁷⁹ World Bank & GFDRR. (2021). [*Gender Dimensions of Disaster Risk and Resilience: Existing Evidence.*](#)
- ⁸⁰ Ibid.
- ⁸¹ Ibid.
- ⁸² GFDRR. (2018). [*Gender Equality and Women's Empowerment in Disaster Recovery.*](#)
- ⁸³ IFRC. (2010). [*A Practical Guide to Gender-Sensitive Approaches for Disaster Management.*](#); GFDRR. (2018). [*Gender Equality and Women's Empowerment in Disaster Recovery.*](#)



Supported By:



November 2021