



**Asia-Pacific  
Economic Cooperation**

**Report of the study  
Women in Times of Disaster**

**Indonesian Study: Volcano Eruption 2008**



**Gender Focal Point Network**

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# INDONESIA REPORT ON THE STUDY ON WOMEN IN TIMES OF DISASTER, 2008

## Foreword

The Study on Women in Times of Disaster conducted in Indonesia is part of APEC Study on Women in Times of Disaster which cover four (4) economies such as Japan, Indonesia, The Philippines and Thailand. The study is coordinated by the Philippine Women University in Manila. This is the first study in Indonesia to examine the implementation of disaster management seen from the perspective of gender. The original idea came from Indonesia as the response to the fact that gender issues have been neglected in disaster management. The increasing number of disaster events in the Asia and the Pacific region including Indonesia have affected women, has increased awareness on the need to integrate gender into disaster management. There are a lot of suggestions, recommendations and even theory on how to engender disaster management, however disaster management remained gender blind. The question then arose, why is gender not integrated into disaster management. This study is intended to see the “why” and explore the information, if it is to be done, how to do it in practical way, according to those who are involved and carry out works in disaster management and not from the perspective of them who work in the area of gender mainstreaming.

The study in Indonesia selected Volcano eruption area as the study location. This selection is based on the frequency of natural disaster events that take place in Indonesia. It was agreed during researchers’ meeting that Indonesia was to examine the experience in volcano eruption area, while Japan was to do at earthquake area, The Philippines for experiences in managing Typhoon and Thailand for the experience in anticipating Tsunami. In Indonesia, the study location selected was Sleman District in Yogyakarta Province particularly, Mount Merapi, one of the most active volcanos in the world which erupted regularly. Many experiences have been obtained in dealing with Mount Merapi eruption, and it was agreed that many can be learned from there.

The study was conducted in August 2008 and location selected for the study was that within the so-called dangerous zone of Mount Merapi eruption. Many can be learned from the study, including generating ideas among officials in the Sleman District on how to take into consideration the integration of gender into their disaster management. To some extent the process of data collection which employed Focus Group Discussion method also confirmed the lacking of understanding on gender in disaster, the confusion of what was really understood by those who worked in disaster relief within the area and also claimed to be gender responsive and the emerging awareness that so far, gender has not been discussed. Similar study was also done by Ministry of Women Empowerment of Indonesia, using the methodology of this study to find out how disaster relief and management have been conducted in the other areas with different disasters and different social and cultural settings.

The conduct of this study was assisted and in collaboration with Ministry of Women Empowerment of Indonesia, Governments of Yogyakarta Province and Sleman District as well as Head of villages in the study Location. Data collection in the field was assisted by one organization, AKSARA who works for disaster relief with their principal researcher, Ms Dati Fatimah. Confirmation of the findings involved National Disaster Management Agency of Indonesia and line ministries and agencies and all related local government agencies.

The researcher would like to express appreciation to all who participated and supported the conduct of this study including the survivors who shared their experience and thoughts for this study. The researcher also would like to thank Assistant to Deputy Minister for Women Protection in Disaster and Conflict Areas of Ministry of Women Empowerment and all involved staff for their support in the conduct of this study and GFPN Focal Point at the Ministry of Women Empowerment.

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## Executive Summary

The study on Women in Times of Disaster in Indonesia is part of the Study conducted in four Asia Pacific Economic Cooperation(APEC) economies, Japan, Indonesia, Philippines and Thailand.

This study was inspired by the increasing number of disaster event around the world particularly the shocking tsunami that has devastated Aceh province in Indonesia and regions around Indian Ocean. Aceh tsunami in 26 December 2004 followed by many other natural disaster has repeatedly shocked the world. The toll accounted for large number of victims, losses of properties, even losses of social and cultural setting in societies. The impact of disaster includes both social, cultural and economic. However, while there are losses in the aftermath, there are also opportunities open for the inclusion and implementation of effective and targeted responses in rebuilding the lives of the vulnerable groups of the affected society. Women are among the most vulnerable group of affected population; hence, they should be given special attentions in time of disaster.

Evidences from various affected countries show that women are among the vulnerable groups, due to gender inequality and disempowerment. The vulnerability of women is much greater because of their subordinate position in the family arising out of patriarchy and traditionally embedded cultural values. In the event of a disaster, reports showed that women tend to be marginalized. Women have little access to aid workers to express their needs, their concerns which hinder their mobility, directly impacting food and health security of the family. As a result, they receive inappropriate and insufficient support to sustain their livelihood beyond the disaster event.

However, there are also cases reported that women lead the rehabilitation and reconstruction processes by engaging in opening small enterprises and in social works, which optimized women's skill. Women in the community actively engaged in social construction after disaster. The issues are therefore, women in time of disaster can not see only as object (victim) but also as subject (change of agent) as well.

Disaster management responses have been formulated in many countries, in regions and internationally especially since late 80s and early 90s, however many reviews and assessment on many disaster events show that integration of women and gender issues into disaster management had failed.

It is important to identify, therefore, why women's needs and concerns have not been integrated in policy and the implementation of disaster management. Even when the strategies are stipulated in the policies and in the implementation, they remain forgotten or not considered at all.

Organized by APEC this project studies the reasons as to why integration of women issues has failed, including the socio-cultural and technical reasons and how can that be done practically by the stake holders. Many APEC economies are located in disaster belt. As the Leaders have reached consensuses to address disaster issues, this project aims to

contribute to the future disaster management and procedures particularly in integrating women issues. Indonesia, together with other three (3) APEC economies, namely Japan, Thailand and the Philippine involved with the study, selected the specific disaster area for the study, namely: earthquake (Japan), tsunami (Thailand), typhoon (Philippines) and volcanic eruption (Indonesia).

The objectives of study are:

1. To assess the achievement, obstacles and weaknesses faced by Indonesia to integrate gender issues in every phase of disaster management and particularly during preparedness, emergency response and in rebuilding livelihoods.
2. To find the common as well as country specific, effective practical method to integrate gender in emergency preparedness and economic empowerment of women;
3. To identify how related APEC forums can effectively contribute to gender integration into disaster management

The implementation of the study was done during June and August 2008. The study consists of two components. First component is desk review of policy documents and institutional capabilities on disaster management. Second component is field case study in the volcano affected area. The study in Indonesia is located in Sleman District of Yogyakarta Province. As determined, the location of study is the area affected by volcano and Sleman District with Mount Merapi was selected. Two villages in danger zone of Mount Merapi were the location of the study, where threat of the volcano has been continuing. Focus groups discussion method was employed in this study.

The finding shows that gender has been acknowledge in the Law no. 24/2007 on disaster management which was enacted in 2007. Gender is included in the principles of the Law, however, it is not accommodated in the Government Regulations. Three Government Regulations have been issued namely, Government Regulation No. 21/ 2008 concerning the coordination of Natural Disaster management; Government Regulation No, 22/ 2008 concerning Budget management; and Government Regulation No. 23/2008 concerning participation International Agencies (International non Government Agencies) in natural disaster. However gender has not been included.

The findings from case study shows that knowledge on gender in disaster and disaster management was lacking among officials at all levels of government administration. The absence of knowledge and understanding of gender concept was the main reason for not integrating gender into disaster management policies. This is crucial in integrating gender into disaster management. Perception that disaster affects all population regardless of sex and age was still strong among government officials at all level. Gender is frequently perceived as women and in some agencies involvement of women in the implementation of disaster management is considered to be already engendered the actions. Similar condition also happened among NGOs and community organizations. There was still confusion about gender concept in disaster.



Gender concept has not been integrated into data system; therefore gender issues could not be made visible nor be analyzed. Without any reference to gender concept in the study location, data collected have included variables related to gender, however, they were not seen as part of gender concept in disaster management.

During the implementation of the study, focus group discussion sessions included a brief explanation on gender. When the understanding on gender emerged, in general, all officials involved in disaster management agreed that integration of gender into disaster management is important, as women, children and the elderly who are strongly correlated with gender issues represent the majority of the population in the disaster affected areas.

As gender concept in disaster has not yet been understood, integration of gender in disaster management. was limited.

Case study conducted in the field found gender roles division in the community was clear to show that women were considered to in domestic sphere, while men in public sphere. This has left behind women, children and the elderly in disaster management, resulting to the isolation of women in the context of communication and information regarding disaster. Women were also left out of capacity building efforts and experienced more burdens in time of disaster.

The study found several local wisdom and initiatives within the community as the result of continued threat of volcano eruption. This local wisdom has strengthened community resilience in living with disaster threat. What the community learned from the experience in facing disaster can be utilized in future improvement of disaster management. Community involvement is important component in building preparedness against disaster, however it has not been taken into consideration.

The study has recommended practical method to integrate gender, formulated by taking into consideration the perception of the officials and member of NGOs as well as the survivors. There are four major components in method: building awareness and understanding on gender; developing gender responsive data system; establishing gender machinery in disaster management and policy formulation. In addition, several emphasis need to complement these four components of practical methods in integrating gender into disaster management.

The study was done only in volcano eruption area with specific social and cultural setting, to generalize the method, other studies to cover different areas with different disasters need to be done to enrich what has been gained from this study.

## 1. Background

Aceh tsunami in 26 December 2004 and followed by many other natural disasters have repeatedly shocked the world. The toll has accounted for large number of victims, losses of properties, even losses of social and cultural setting in societies. The impact of disaster includes both social, cultural and economic. However, while there are losses, in the aftermath, there are also opportunity open for the inclusion and implementation of effective and targeted responses in rebuilding the lives of the vulnerable groups of the affected society. Women are among the most vulnerable groups of affected population; hence it is important to give special attention to them in time of disaster.

Evidences from various affected countries show that women are among the vulnerable groups, due to gender inequality and disempowerment. The vulnerability of women is much greater because of their subordinate position in the family arising out of patriarchy and traditionally embedded cultural values. These are reflected from their lower socio-condition, frequently lack of influence, lack access to resources, lack control over the means of production, no access to aid workers to express their needs, which hindered their mobility directly impacting food and health security of the family. In many decision process, particularly public, women are hardly included.

In the event of a disaster, reports indicated that there are tendencies for women to be marginalized. Women have little access to aid workers to express their needs, their concerns which hinder their mobility, directly impacting food and health security of the family. As a result, they receive inappropriate and insufficient support for them to sustain their livelihood beyond the event of disaster. For example, women who have lost their home, husbands, and family members have to survive for themselves, their children and (extended) families. Women have often lead to swapping gender roles of men and women; they are often forced to become primary income earners. Women were frequently subjected to violence, and put at risk of debt bondage and exploitation as they have multiple functions as care giver and protector of their families.

During the rehabilitation and reconstruction phases, women's participation tend to be marginalized. A preponderant belief that rehabilitation and reconstruction phases are dealing with physical, which is considered as male domain, limits the scope of women's involvement.

However, there are also cases reported that women lead the rehabilitation and reconstruction processes by engaging in opening small enterprises and in social works, which optimized the women's skill. Women in their community actively engaged in social construction after disaster. The issues are - therefore, women in time of disaster can not be seen only as object (victim) but also as subject (change of agent) as well.

Disaster management responses have been formulated in many countries, in regions and internationally especially since late 80s and early 90s including policies, strategies and technical standard procedures. However, many reviews and assessment on many disaster events show that integration of women and gender issues into disaster management has failed.

It is important to identify why women's needs and concerns have not been integrated in policy and the implementation of disaster management. Even when the strategies are stipulated in the policies and in the implementation, they remain forgotten or lost from consideration. The reasons can be technical, but can also be the socio-cultural environment and attitudes of stake holders. To save women's lives during a disaster and support them after and at the time of recovery, effective ways should be developed to ensure women issues are considered both in the disaster management policies and in its actual implementation.

Organized by Asia Pacific Economic Cooperation(APEC), this project studies the reasons why integration of women issues has failed, including the socio, cultural and technical reasons and how can that be done practically by the stake holders. Many APEC economies are located in disaster belt. As the Leaders have consensus to address disaster issues, this project aims to contribute to the future disaster management and procedures particularly in integrating women issues. Indonesia, together with other three (3) APEC economies, namely Japan, Thailand and the Philippine are involved with the study. Each country selected the specific disaster and its impact area for the study, namely, earthquake (Japan), tsunami (Thailand), typhoon (Philippines) and volcanic eruption (Indonesia).

### ***Research question***

1. Why gender concerns are not integrated into disaster management and if so, why are they not implemented consequently;
2. How to practically integrate gender concerns in disaster management at all levels of policy and its implementation;

### ***Objectives of the study***

1. To assess the achievement, obstacles and weaknesses faced by Indonesia to integrate gender issues in every phase of disaster management and particularly during preparedness, emergency response and in rebuilding livelihoods.
2. To find the common, as well as country specific, effective practical method to integrate gender in emergency preparedness and economic empowerment of women;
3. To identify how related APEC fora can effectively contribute to gender integration into disaster management

## Methodology

The study is composed of two (2) research components:

(1) Desk review on policy documents on disaster management including institutional capabilities and analyze them from gender perspective: specifying the extent of gender integration, including the institutional capabilities in disaster management to describe mainstreaming efforts, identifying gaps and /obstacles and proposing ways in achieving gender integration.

(2) Case study: A description of disaster management *in situ* with special reference on volcanic' eruption area.

A research team composed of two main researchers assisted by two from the State Ministry of Women Empowerment and a group of young researchers from local-based Yogyakarta non-government organizations (NGOs) i.e.m AKSARA. The Yogyakarta team specifically worked on the case study, while the core team was responsible for both deskreview as well as case study. The study is qualitative in nature. Two focus group discussions (FGD) were conducted in Jakarta, including field validation. The participants were mostly from the National Disaster Management Agency (NDMA), sectors involved with disaster management, NGOs, Central Bureau Statistics and Meteorological and Geophysical Agency.

While in the study area of Sleman District, Yogyakarta, two FGDs were held prior to the field visit. The first FGD took place in Regional Development Planning Agency (BAPPEDA), attended by sector representative. It focused on what they did concerning disaster management, more specifically on Mt. Merapi's. Another two FGDs were conducted after collecting data for case study. The aims of the FGD are for sharing information and validation. One FGD was held for government representatives and the other one for NGOs who were involved during the disaster management of Mt. Merapi eruption.

In the field, two separate FGDs were conducted in two areas studied (Turbo and West Kaliurang). Since, they were considered a bit far for the elderly, FGD was conducted 5 times in each village studied, in accordance with 5 specific target groups i.e. women survivors, man survivors, youth (girls and boys), elderly, village/ local authority, local NGOs. The aim of these village sessions was to review the response of selected groups directly affected by the Mt. Merapi eruption, from their own perspectives.

FGD and stakeholder's consultations were the main instruments used in this study. For reviewing the policy documents, an instrument was developed to measure gender dimension in the policy documents reviewed. A guide for FGD (national and local) were also provided.

## 2. INDONESIA: The setting

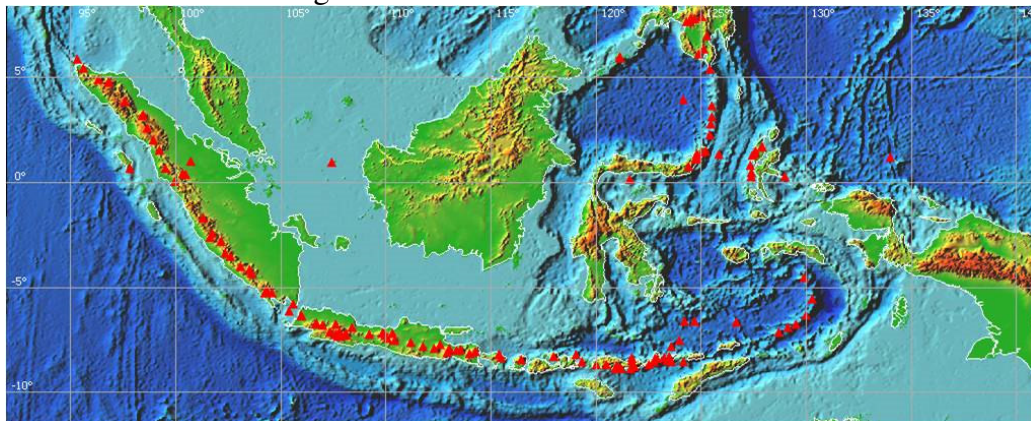


Figure 1. Location of Indonesia Archipelago

Indonesia is the world's largest archipelago, consisting of about 17,000 inhabited islands. The population, over 220 millions (the 2000 Indonesian Census), places the country as the world's fourth largest. Above 60% of the population live in the island of Java, Madura and Bali islands which is about one-tenth of the total area of Indonesia. Total households counted 52,904,295, among them, 13% are female headed households. Indonesia consists of around 300 ethnic groups.

Indonesians live with natural disaster. Located in the Pacific Ring of Fire, geographically the Indonesian archipelago has a high threat of natural disasters. Underneath are the intersection of three crustal plates that constantly shift the Eurasia Plate, the Ancient Australia-Indian Continent and the Pacific Ocean Indian Plate. All of these movements result to frequent and powerful seismic activities such as earthquakes and tsunamis. When earthquake occurs at the sea, it can result to a tsunami. The latest massive earthquake and tsunami with a magnitude of 9.0 of the Richter scale occurred in the province of Aceh and Nias Island on 26 December 2004. It was considered as one of the largest earthquakes in the world within the last decade.

Figure 2. Location of Volcanoes in Indonesia



This shifting landmass also results in landslides. These natural disasters have increased in intensity lately. Add to this, the global climate change also has an influence on the unusual weather patterns such as the unusually high tides, typhoon, strong wind which hit Indonesia with more frequency lately.

Due to poor management, a number of these natural disasters also have been generated or exacerbated by human activities, such as legal and illegal logging which resulted to intensive as well as extensive deforestation. All have a severe impact to the routine cycle of widespread flooding, drought, forest fire and other environmental degradation.

Between 2002 -2005 alone, Indonesia experienced various natural disasters, accounting for 2,132 cases. The causes of disaster: flood (35%); drought (28%); landslide (10%); forest fire (9.9%); windstorms (7%), tidal waves (9%); volcano eruption (0.6%) (Source: BAKORNAS BP)

Volcanic eruption is one of the natural disasters which routinely pose a threat to Indonesia. At least 128 active volcanoes have been identified, some 500 considered as young volcanoes. This represents 15% of all the active volcanoes in the world.

Experienced with these recent natural disasters, Indonesia develops a strong commitment to establish a holistic, comprehensive disaster management system. Before, the disaster management system available is ad-hoc in nature, emergency response, sector oriented, overlapping of responsibilities, redundancy, and lack of systemic and gender-neutral approach, which in turn affects its ability to deal with matters optimally. The result was when faced with a natural disaster; there is a tendency to ‘stutter’ in dealing with the matter at hand. But with the increasing awareness and lessons learned from natural disaster occurrences lately, it is felt that there has been an urgent need to have a holistic and comprehensive disaster management for each phase of the disaster.

However, to promote and to implement disaster management effectively and sustained need various elements; many of which need to be looked from gender perspective. Since gender is relatively new in development domain, beside the many misconceptions on gender and gender mainstreaming, some problems in integrating gender in development programs, including disaster management have been encountered. For that reason, priority attention is given to strategic and instrumental components.

### **3. NATIONAL POLICY IN DISASTER MANAGEMENT**

#### ***Policy setting***

One of strategic and instrumental components is policy. A national policy on Disaster Management, namely The Law No. 24 of 2007 was enacted recently by the Parliament. This was a product of intensive consultations with various relevant stakeholders including civil society and the NGOs. The word ‘gender’ is stated explicitly in the Law at the most

strategic place, namely as the basis of the new Law; while the word 'non-discrimination by sex' mentioned as a Principle and Aim of the Law.

There is also a significant shift of paradigm in this new Law in which protection and safety are basic and for which the government is accountable. Basically, the new concept of disaster management system is to promote disaster management beyond emergency response. It is to reduce the risks at every phase of disaster (preparedness, emergency response, post-disaster (rehabilitation and reconstruction) instead of ad hoc and reactive. Before the institutional structures of disaster management in Indonesia was designed for emergency response, with very little or no emphasis on disaster risk reduction.

In addition, the current disaster management major focus is to strengthen public awareness and preparedness of the people, involving all stakeholders including the vulnerable community to manage all hazards. By doing this, it is expected that the implementation of disaster management will work properly coordinated, creating common ownership, and avoid overlapping, redundancy and inefficiency.

The new system of Disaster Management is equipped with the necessary regulations regarding disaster management. Three Government Regulations have been issued namely: Government Regulation No. 21/ 2008 concerning the coordination of Natural Disaster management; Government Regulation No, 22/ 2008 concerning Budget management; and Government Regulation No. 23/2008 concerning participation International Agencies (International non Government Agencies) in natural disaster. A new disaster management body, called the National Disaster Management Agency of Indonesia (NDMA) or *Badan Nasional Penanggulangan Bencana* was established based on President Regulation No.8/2008. This new Agency replaced the previous National Coordination Board for Disaster Management National (NCBDM) or *Badan Koordinasi Nasional Penanganan Bencana (Bakornas PB)*.

The existence of the NDMA in managing disaster is very strategic and instrumental. The position of the new body is a non-portfolio Government Agency equivalent to a ministry. This new Agency consists of several disasters management-related Departments. It is directly responsible to the President. It is equipped with mandate, authority and budget allocation. The main functions are coordination, implementation as well as command. It has been in a position to ensure coordination for disaster management cross-cutting concerns including providing system planning and action.

The NDMA main tasks include (a) providing guidance and direction to cope with disaster management covering each phase of disaster: Prevention and Preparedness; Emergency Response and Rehabilitation and Reconstruction, based on (a) fairness and equality; (b) establishing a standardization of needs for disaster management; (3) convey the information to the community; (4) provide guidance for establishing the Local Disaster Management Agency (LDMA) or *Badan Penanggulangan Bencana Daerah* at the provincial level.



**Box 1. Features of Disaster Management Law and Institutional Framework**

- Law and related comprehensive policies on disaster management do exist.
- The existence of the Law No. 24/2007 is strategic for it stated gender as one of its principles
- Institutional framework (the NDMA) present with roles and responsibilities of each institution involved in Disaster Management
- The NDMA in managing disaster is very strategic and instrumental. It has been in a position to ensure coordination for disaster management cross-cutting concerns including providing a system planning and action
- Political will is strong
- Harmonization between Law and related policies below is lacking.

***Organization Structure***

At the organization structure level, the NDMA consists of two elements: (1) the steering Committee and (2) the executive Board. The members of the steering committee consists of (a) ten high ranking government officials (at the level of echelon 1 or equivalent) representing several ministries. It coordinated by the Coordinating Ministry for People's Welfare and nine other Ministries, namely the Home Affairs; Social Affairs; Public Work; Health; Finance; Transportation; Energy and Mineral Resources; Police; Army; and (b) Nine members consisting of professional. The above sectoral ministries in Indonesia have a significant involvement in disaster management in line with its tasks and functions.

The steering committee main functions include: (a) the formulation and establishment of policies on disaster management including dealing with evacuees quickly, effectively, and efficiently; (b) coordinating the disaster management systematically and comprehensively and (c) evaluation and monitoring

The steering committee meets occasionally and can be called upon any time if necessary. The steering committee could invite other stakeholders, if considered necessary. It is a council of ministers with a policy-making function, monitoring and evaluation. Its policies is supposed to be implemented by departments/ sectors.

The State Ministry of Women Empowerment is not represented in the steering committee, even if its function is strategic and instrumental. The fact is that there are some women and gender issues in time of disaster need to be tackled. Moreover, it is mandatory to gender mainstream in every development program at level of government

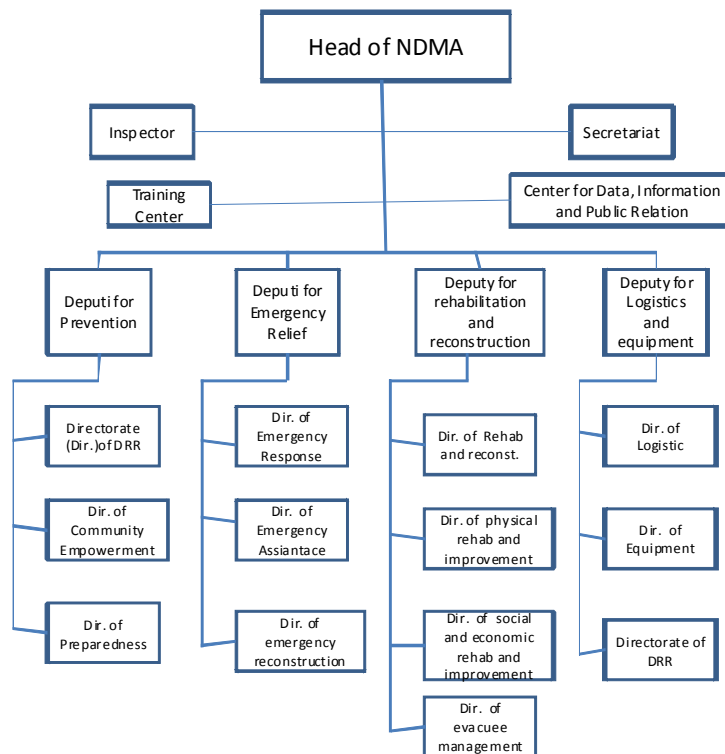


(President Instruction No. 9/2000; the Ministry of Home Affairs' Decree No. .. /2008 on the guideline to implement gender mainstreaming at local level). And the fact is awareness about gender and gender mainstreaming is still lacking in sectors. Political commitment if there is any, is still in rhetoric mode, so there is a need for action. Some assessment on gender mainstreaming implementation in some sectors identified that the main reasons for not implementing gender mainstreaming are: (1) lack of political commitment; (2) lack of appreciation of the reason why they have to; (3) lack of know-how. The situation is expected to get better in the area of gender in disaster management, with the presence of representation of the State Ministry of Women Empowerment which is mandated to formulate gender policy, coordinate, advocate, and monitoring across the ministries and other government agencies.

The executive Board is for administrative support. It headed by an Executive Officer for day-to-day operations. It has four (4) Deputies and some bureaus and some divisions Three (3) Deputies are responsible for each phase of the disaster management, namely Prevention and Preparedness; Emergency Response; Rehabilitation and Reconstruction; and another Deputy for Logistics. The main tasks of each Deputy are to coordinate and to implement general policy in accordance with each phase of disaster under its responsibility. Their functions are more coordinative, giving commands, and implementing.

Several sectoral ministries already have a significant involvement in disaster management although they are mostly response-oriented.

Figure 3. Organizational structure of National Disaster Management Agency



The regional governments have similar structures for disaster management, called Local Disaster Management Agency (LDMA) or *Badan Penanggulangan Bencana Daerah (BPBD)* replaced the previous SATKORLAK PB at the provincial level and SATLAK PB at district/ municipal level. In accordance with the application of local autonomy, the new Law is given more authority to the local government, including in managing the disaster, because by doing so, it is considered as faster and more responsive to the local needs and conditions, instead of the centralistic policy as before. Their activities are to be financed by provincial and district/municipal budgets.

**Box 2. Institutional Assessment Summary**

- Organizational structure present with roles and responsibilities at the national and local levels.
- Many departments dedicated to disaster management, but most its programs related to disaster still emergency responsive with very little emphasis on disaster risk reduction.
- Each department performs functions based on their sector mandates.

***Political Setting***

Disaster management was not popular, until more and more natural disasters hit Indonesia entering the 21<sup>st</sup> Millennium. In the past, disaster management was definitely not a priority, as evidenced by the low financial and institutional support accorded to it. Usually disaster was part of responsibility the Ministry of Social Affairs. In case of disaster, the Ministry of Social Affairs helped by the Military Forces, the Red Cross and volunteers. Most activities were emergency-response oriented support.

With the issued of the Law No. 24 of 2007, there is definitely greater political commitment. Several initiatives, such as developing the early warning systems, to integrated coastal management, have been topics of discussion at the highest level of the government administration. The new policy on Disaster Management becomes part of national development. The disaster risk reduction has been adopted as one among eight (8) national priorities for the fiscal year 2008. The Agency is financed by the state budget.

Referring to autonomy regulations and to the Law No. 24 of 2007, the regional and local governments also cover disaster management. This is reflected on regional/ local government increased supports and initiatives. Some put disaster management policy as part of development planning and budgeting. For example, Padang Municipality of Sumatera Barat Province, right after its experience with big earthquake and severe

abrasion in its shore, and Yogyakarta Province, after the big earthquake followed by Mt. Merapi eruption, have Regional Regulation (*Perda*) on Disaster Management, Local Action Plan, a standard operating procedure (SOP) for Disaster Management and Action Plan.

### ***Linkages With Gender Mainstreaming Policy***

The NDMA as national coordinated agency for disaster management is responsible for cross-cutting issues dealing with disaster. One of the government policies which is also a cross cutting is Gender Mainstreaming policy. Based on President Instruction No.9/2000, gender mainstreaming is mandatory for every development programs at all level. At present, the subject of cross-cutting issues in disaster management has not been given much attention, for in practice it is not that easy to clearly link to other policies. Learning from the State Ministry of Women Empowerment for seven (7) years efforts to mainstream gender into sectors development planning, the main constraint is that there is still no such operational policies. All efforts are focused on individual sector, more specifically based on individual actors to do it. They are not systemic, therefore they have no guarantee to be sustained. Without any specific concrete planning, they will end up with seminars, trainings, workshops, advocacy and the like, without follow-up concrete actions

So far, the link between disaster management and gender mainstreaming has not been modified. Certainly there is greater concern to link disaster management policy with gender mainstreaming from both sides, the NDMA and the state Ministry of Women Empowerment. Several initiatives took place from both sides, such as seminars and workshops, training; including inputs for formulating new policies in accommodating gender dimensions in disaster management. But they need specific policies that will institutionalize and materialize such activities.

#### **Box 3. Summary of Institutional Assessment of Disaster Management on Gender Integration**

- Strong political commitment
  - Disaster Management becomes part of national / local development.
  - The disaster risk reduction has been adopted as one among eight national priorities for the fiscal year 2008.
  - The Agency financed by the state/ local budget.
- Linkages the two (disaster and gender) is not systemic; more on individual approach “*It is the singer not the song*”
- Needs specific policies that will institutionalized and materialized such activities.

#### 4. GENDER DIMENSION OF DISASTER MANAGEMENT

When APEC invited Indonesia to participate in the study of Women in Times of Disaster, a conceptual framework and approach was requested as guidance on the ways in which the gender dimension can be incorporated into disaster management, more specifically within a particularized context that being the volcano eruption case; and highlighting opportunities and policies for addressing gender in every phase of volcano' disaster domain. We have taken up these challenges as follows: firstly, we began our discussion by reviewing the existing disaster management policies from a gender perspective. This paper argues that focus on policy is important because of its great substantial way to guarantee gender in the first place. Moreover, policy is where all processes and activities have to refer to. In reviewing the policy, we proposed three (3) inclusive and interrelated framework for addressing gender issues, namely: (a) *Strategic policy* (in form of Law, Government Regulation, President' Decree, National Development Planning); (b) *Managerial policy* (at the lower level of strategic policy: such as Ministry Decree, NDMA, sector development planning; Local Regulation); and (c) *Technical policy* (product of the lower level of managerial policy: such as guidelines, manuals, training materials).

Secondly, our concern is also with the gender dimension disaster management in process and activities. It is essential to locate gender issues within actual process and activities *in situ* by conducting case study while at the same time recognizing the ways to be done to transform discourse into reality in each phase of disaster. To complement the other three (3) studies conducted by three (3) economies mentioned above, our study focuses on the case of the volcano eruption. Mount Merapi in Yogyakarta Province, Central Java, which erupted recently, was selected for case study. The study addresses women's exclusion and gender issues in the local setting.

Our concern is similar with other social development programs- gender focused programming approach in disaster management is always under-prioritized. This is something to do with perception and behavior. The general perceptions are (1) disaster hits everybody, including men and women, young and old, etc. (2) The disaster management is designed to serve everybody, men and women, young and old. (3) Gender is meant as woman! However, in some ways, there are some cases which succeeded in supporting and engaging women issues in time of disaster

##### **Policy Support at All Level**

Six *strategic policy* documents were reviewed, namely the Law No.24/2007; Government Regulation No. 21/ 2008 concerning the Implementation of Natural Disasters; Government Regulation No, 22/ 2008 concerning Budget management and Government Regulation No. 23/2008 concerning participation of International Agencies (International non Government Agencies) in natural disaster and President Decree No.8/2008 concerning A National Council Disaster Management (NCDM); at the

*managerial policy*, a number of policy documents issued by sectors at the national and local levels (study area); and at *technical policy*, quite a number of guidelines manuals, standard procedures, assessments, studies. These strategic policies are always accompanied by Explanation Chapter (*Bab Penjelasan*), in forms of documents for explaining the concepts and definitions used in each articles. At *managerial policy*, the explanation is in form of *Juklak and Juknis* (a guide to operationalize the policy). At the *technical level*, *policy* is in the form of manual, study, and the like.

In reading the documents, a number of key words were chosen as a parameter to identify whether or not the documents includes dimensions in gender. The key words used are based upon the document being reviewed. For strategically policies, the key words would be used if the issue of gender is explicitly present in this foundation, principle, and aim. Second step is whether this is mirrored or has a nuance in each article and sub-articles explicitly or implicitly. Third step is whether gender is further clarified in the Explanation Chapter (*the Bab Penjelasan*).

For managerial policies, the key word is the availability of programs that covers disaster management that is responsive towards the women and gender issue.

At the *technical policies*, the key-word is whether the guidelines, manuals, training material being reviewed accommodate women' need and concerns.

From analyzing gender dimension of the Law No. 24/ 2007, gender described in the most strategic place, namely as the Basis, Principle and Aim. It is mentioned that the basis of Disaster Management, are: (a) *humanitarian*; (b) *equity*; (c) equality before law and governance; (d) *harmony*; (e) *orderliness and certainty of law*; (f) Togetherness. In the Explanation Chapter it explained that *equality before law and governance* meant that: *the materials covered in disaster prevention cannot contain matters which differentiate background, among others: religion, ethnic groups, race, class, gender, or social status.*

The gender dimension is also contained in the principles of tackling disasters, among others mentioned, which based on the *principle of non-discrimination*. This is further explained in the Explanation Chapter that what is meant by 'principle of nondiscrimination' is as follows: *that the state when dealing with disasters does not show preference based on sex, ethnic groups, religion, race, and political views.*

The gender dimension in the **aim** of disaster management is only written implicitly among others, (a) *to give protection to the community from the threat of disaster*; (b) *in accordance to the existing laws*; (c) *guarantee the implementation of disaster management is planned, integrated, coordinated, and comprehensive*; (d) *respect in local customs*; (e) *achieve public and private participation*; (f) *push for mutual cooperation, togetherness, and generosity*; (g) *establish peace in community, state and national affairs.*

In Article per Article some are further explained in the Explanation Chapter, but others do without because it is deemed 'clear enough'. But due to the fact that gender dimension is still relatively new, it has potential bias in its interpretation, yet there are articles or

sub-article which consist of gender dimension. For example some sub-articles such as (d) *respect local culture*; (e) *develop participation and cooperation in the public and private sectors*, can be a stepping stone for integrating issues or gender integration if only there were sufficient explanations and interpretations. For example, for the sub-article “*respecting local cultures*” can be explained and interpreted as follows: *considering the different role and status between men and women which can influence the access and benefits of participation in disaster management*”. Another example for the sub article “*develops participation and cooperation between the public and private sectors*. It should be interpreted as “*includes the role of women in decision making*”.

In addition, the *Strategic Policy* as represented by Law No. 24/2007 which has already accommodated gender dimension in its base, principle and aim does not mirror in the legal framework below it. The three (3) Government Regulations and the President Decree(s) mentioned above, including the Explanation Chapter, failed to mirror gender dimensions in them. For that reason, sufficient explanations regarding the gender issue or dimension are needed in which will follow the Government Regulations or similar regulations, such as in the Explanation Chapter as part of Annex. This explanation is important to avoid biased gender interpretation, and more important the Explanation Chapter can even act as an entry point to strengthen the gender dimension. As an example, ‘*identify the number of casualties*’ (mentioned in Article 22, sub-Article 3) can be further explained in the Explanation Chapter by adding: ‘*according to sex and age*’. Or another example: “*arranging accurate data, information and formal procedures...*” can be added in the Explanation Chapter such as: ‘*what is meant by accurate data, information and updating, which should include data of the population according to sex and age, marital status, social economic status...*”

At the *managerial* policies level no specific disaster management policy link to gender mainstreaming policy currently exists; regardless, gender mainstreaming is mandatory in every development programs at all levels (The Presidential Instruction N0.9/2000). The lack of policy link is due to the lack of gender mainstreaming efforts in the routine development approach of various sectors, besides, gender issue is not treated as cross-cutting issue. There some reasons not to do so: (a) misconception in understanding gender concept for gender is understood as woman; (b) lack of understanding on the need of gender dimension in disaster management for natural disaster hits everybody, regardless sex, age, social status, etc. (c) Disaster management develops for every body. Meaning there is no special efforts for women. (d) Technically, gender analysis, gender integration and gender mainstreaming are relatively new in practice. They are only discussed in passing in sectors related to development planning, but without including any action and specific skill to do so.

In the absence of gender responsive disaster management policy, the Law No. 24/2007 and the Presidential Instruction N0.9/2000 are expected to function as umbrella for sectors involved in disaster management to refer to. But how this promotes proactive gender in policy formulation by various sectors remains a big task and needs strong commitment and concrete actions. In the national level, gender dimensions in disaster management are still in the level of discourse. Political will to implement these changes

is too often still written on paper. The women/ gender -focused programming approach is almost always under prioritized, although it is legally guaranteed.

At lower levels, decentralization brings challenges and in the same times some opportunities to develop and utilize localized capacities. Indonesia is a diverse country, in terms of geographic, demographic and socio-cultural setting. Therefore disaster management planning and action need to be addressed through localized approach and based on local issues. As mentioned in all existing regulations, the central government plays a guiding role by sharing good practices and guidelines and by providing the needed support, including technical support.

Decentralization has benefited Yogyakarta province, more specifically the Sleman District where the case study was conducted. This can be seen from some of their strategic, managerial and technical policies which already put gender dimension. A main factor is the work is set in a real environment, after two natural disasters (earthquake and the volcanic eruption of Mount Merapi) at almost identical moments. The understanding of women and gender issues becomes real, no longer in the discourse mode. Apart from that, they are also more intensely exposed to women and gender issues in time of disaster due to training from government institutions, NGOs and international agencies.

At the *technical* policy level, there are quite a number of guidelines, manuals, training materials, booklets, assessments, and studies dealing with disaster management, issued by sectors, university/research institutes, NGOs, international agencies. These are in response to the various disasters which have recently occurred one after another . They were issued before the Law No. 24 of 2007 existed. Some of them are already gender responsive.

**Box 4. Summary of Institutional Assessment at Managerial and Technical Levels**

- Lack of harmonization between law, policies, programs, activities below)
- At the *managerial* and *technical* policies level. no specific disaster management policy link to gender mainstreaming policy is currently exists;
- The reasons can be technical, but can also be the socio-cultural environment and attitudes of stake holders
- Option is to revise Government regulation, or through other policies issued by Presidential Decrees
- Significant technical support, both to the central government and from the center to provinces, will be needed to make regulations that are meaningful and that can be implemented.

## 5. CASE STUDY

### 5.1. About the study

The study on Mount Merapi Disaster Management was carried out with interest of evolution of experiences from time to time. Mount Merapi is one of the most active

Figure 4. Location of Mount Merapi (courtesy of indomarine.com)



Volcano in the world, with the most frequent episode of eruption. Since 1900, it has erupted 15 times. With its height of 2.800 meters above sea level, it is in fact not only source of disaster but also source of living and both biological and non-biological resources. The experience of Mount Merapi is interesting as it brings lessons and strengthens capacities of the people, the government as well as civil society in facing the threat of the mountain. As far as gender is concerned, vulnerability against its danger correlates with socially constructed variables, whereas women, children and disadvantaged persons are more vulnerable. They are often socially neglected, not being taken into consideration, have less access to information, and rescue, during emergency stage and support during rehabilitation and reconstruction phase.

The study focused on gender analysis as its primary foundation, and put emphasis on the identification of gender issues in risk management. It was based on the experience that gender issues were commonly neglected in disaster researches. The study also aimed at finding the reasons why gender perspectives have not been integrated into disaster management. Thus the study focused on:

- Identification of gender issues in disaster management of Mount Merapi;



- Reveal experiences of adult community, teenagers, elderly both men and women survivors related to disaster management;
- Identify key roles of the civil societies and local government in building capacities of the people in disaster management; and
- Identify key gender issues and recommend the way to integrate gender perspective into management of Mount Merapi's threat.

## **5.2. Location of the study**

The study was carried out at the highest risk belt villages in Mount Merapi region. The government of Sleman District divides the highest risk areas into three categories. Category one is called Danger Zone I, II and III which is vulnerable for hot cloud swap, the flow of burning lava and poisonous gas. Danger Zone III is the most dangerous belt. Within those dangerous zones, there are nine (9) villages. Two (2) villages were selected to represent the area and to figure variation of experiences in managing disaster. They were Purbowinangun(Turgo section) and Hargobinangun(West Kaliurang section). The two (2) villages had different characteristics and separated by Boyong River. Turgo was specific picture of village atmosphere in mountain area, with 745 inhabitants comprised of 358 males and 387 females. Majority of the people were living from agriculture and livestock (cow cattle). Women were involved in preparation of land for cultivation , collecting grass to feed the cattle and milking beside their domestic works.

In , Purbowinangun(Turgo section), traditional and social cohesion is much stronger than West Kaliurang. West Kaliurang, located at lower altitude and inhabited by 1,140 people(616 males and 524 females), is more modern than Turgo. Their livelihood is derived mostly from employment in tourism, inns, restaurants and services. The difference between two villages has influences in their response to disaster caused by Mount Merapi.

To the east was the other village, West Kaliurang, where the main earnings of the people come from merchandizing and services for tourism. This is one of tourist destinations in Yogyakarta Province. Tourism based inns, restaurants, services and merchants are the main feature of this area. While Turgo was more villageous, traditional and strong social cohesion, Kaliurang represented more urban figure, modern and higher socio economic level. Education, economic status and access to information between two villages differed significantly. West Kaliurang was within Danger Zone and is inhabited by 1,140 people, consisting of 616 males and 524 females. Different condition of the two villages had influenced the condition, response and impact of disaster caused by Mount Merapi eruption.

### 5.3. Methodology

The study employed FGD in its data collection. FGDs consist of that of survivors(adult and elderly), youngsters(teenagers), civil societies, village authorities, NGOs and government agencies. FGDs were conducted at the villages and capital of the districts.

### 5.4. The findings

#### 5.4.1. Findings revealed from survivors- experiences, needs and aspiration

Warm and positive responses were shown by the survivors, though it opened the old trauma. Some information might have not been revealed, given the limitation of the time. Three (3) episodes of volcano eruptions, 1994, 1997 and 2006, were used to explore the experiences of the survivors to figure out the evolution of disaster management.

##### *a. Experiences*

###### The 1994 Eruption

On November 1994, Mount Merapi erupted without so much awareness of the people. It was in the morning, around 10 am, eruption surprised the people with the sudden flow of hot cloud. People were not aware of the disaster and did not pay much attention, because usually they were protected by Turgo Hill. In their belief, Turgo Hill was “protecting mother” that could not be passed over by Mount Merapi. Some of them ran closer to observe the flowing of hot clouds down from the mountain. The beauty of the hot cloud looked like cauliflower, changing from white to reddish color moved very fast and had in fact, devastated them. One woman told that she was with five (5) other women who finally died, struck by the cloud. Some women warned their husbands, but turned to get negative response. Many of the mothers rushed to the school to pick up their children, as their husbands still did not believe the mountain erupted. There was no information from the authority and the eruption took 63 lives and wounded many, who finally had permanent disability. No sex disaggregated data was available at that time.

Immediate emergency assistance came from nearby villages as a form of community solidarity. No information was received from the authorities by the people in the affected villages. Emergency aid did not fulfill basic needs. The needs of vulnerable groups including women, children, elderly and disadvantaged were neglected. Children received food similar to that for the adults. Shelters were crowded, not appropriate and insufficient to accommodate the survivors. Sanitation and toilets were bad. Gender based violence took place and experienced by women survivors. Sexual harassment was also experienced even by humanitarian workers. On the other side, health service was considered good

and sufficient. Accountability of emergency aid was questioned, however care for victims in the hospitals were considered sufficient.

After disaster event, the people were banned to return to their village and the affected areas were prohibited for settlement. Some people were relocated, however it has disrupted their livelihood. Isolation from information and exclusion by government policy were experienced by those who returned to their homes after about two years. Danger zone declared by the government has made the tourism areas abandoned from tourist visits. Safety and security became consideration for those who would visit the area. Burden was heavier for the women as they were forced to earn living which is more difficult as tourism decreased significantly.

After rehabilitation and reconstruction period, people started to increase their preparedness and capacities and had been taught by disaster. Efforts to increase capacity of the people were done, however these were limited to men. Training and awareness raising activities were based on collective mechanism, early warning system and preparedness and were conducted in collaboration with NGOs. Again, the focus remained on men and male youngsters. Disaster mitigation was also carried out. Gender division was obvious.

#### The 1997 eruption

At 1997 eruption, people were more prepared, both physically and mentally. Eruption was lighter than before and moving toward west. Kaliurang people were evacuated in a shorter period. The condition of evacuation shelters was better, while they were with better preparation. Women were involved in public food and support distribution. This was considered more human by the people than just eat and sleep. It was not considered as burden either. At Turgo village, people did not evacuate, but stayed in open fields at lower terrain of the village and they did their daily activities during the day. This episode of eruption was also considered as a test case for their preparedness. The community's initiative had built traditional early warning system and bunker, together with solidarity in managing disaster at community level.

#### The 2006 eruption

Twelve years after 1994 eruption, Turgo villag has shown its internalized community resilience in managing disaster. Merapi Activity Monitoring Post has been established at certain points. The government has built physical infra structures for preparedness. Evacuation routes, refinement of bunkers have been built under the government contingency plan. When eruption took place again, people did not evacuate, except the very vulnerable groups. Duration of stay in evacuation shelters was short because leaving the village meant leaving their means of livelihood. For Kaliurang people, public information has two (2) meanings, increasing preparedness and decreasing their income. The warning to

stay away from “red line” along 300 meters from the river which was the flow route of lava was misinterpreted by the people as warning not to enter Kaliurang area. This had decreased the number of tourist visits significantly.

Although it was better than before, people still complained on the condition of the public toilet. Facilities for the children and elderly care were not sufficient. In the economic aspect, government has reduced tax for those who were affected by disaster. Facilities reconstruction and evaluation on the loss were conducted. Health service was much better than during previous episodes of eruption. All health facilities were under good coordination and provided psychological assistance . Women special needs i.e. sanitary napkins, under wear, baby’s food and special treatment for pregnant mothers, children and people with disabilities were provided. Government’s decision to evacuate the people from high risk areas was reviewed and consideration was made toward its efficiency, as the opportunity cost from the evacuation can also burden the people particularly in relation to their cattle and other sources of livelihood.

*b. Agent of Change: how much room they have*

Survivors commonly perceived as passive, powerless and only received aid from outside sources. This perception caused the survivors not to take roles in disaster management. This condition changed with the lessons gained from the experience in managing disaster from time to time. People started to get involved in disaster management.

*c. Access to information*

One of important variables determined the shape and degree of participation was the way how the information was distributed to all relevant societies. Past experience taught that information is critical in anticipating the danger of disaster. The study revealed how the information received by different sectors of the community. The following diagram (Figure 5) showed how the information was received by the people.

Information collected from the survivors indicated that the flow of information correlated to age and gender roles of the people in the community. Adult males were most exposed to information, and the intensity of exposure of information decreased to male youngsters, female youngsters, adult female, children and the elderly. The access to information also correlated to gender role division and age. Adult males, as their roles were more in public sphere, had greater access to information on disaster, through neighborhood meeting, village meeting up to special invitation for training. To some extent, male youngsters had less access to information than that of adult males as they were not regarded to have capacity in decision making. Focus on men remained in capacity building, and men were

considered to take more responsibility related to their roles in maintaining security, victim evacuation, communication building and coordination.

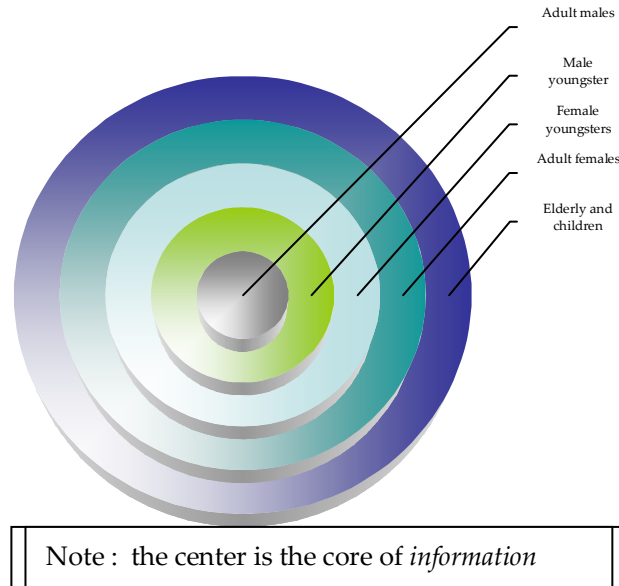


Figure 5. Communication Flow to Different Sectors

In the context of institutional capacity, although the affected population of Yogyakarta has shown remarkably improved resilience, community solidarity mechanisms remained strong, and the government has demonstrated a commitment to child protection, technical and delivery capacity of province and district-level government partners remained low.

#### 5.4.2. Gender roles in the community

Though the community at two (2) villages were socially different, in terms of gender role, they were almost the same. In general, gender roles were clearly seen in every stage of disaster management. In all stages of disaster cycle, public sphere was dominated by men. Women usually had limited role i.e. mother and child integrated service and neighborhood women's gathering where women could meet. Other events in the village, like village meeting, discussion on development program for the village up to training and dissemination of information on disaster, were the domain of men. The following matrix shows the level of involvement of women in disaster management.

**Table 1. Sphere of involvement in key disaster management cycle :**

Cycle of DM	Men		Women	
	Domestic	Public	Domestic	Public
Emergency	√	√√√	√√√√	√
Rehabilitation	√√	√√√	√√√	√
Reconstruction	√√	√√√	√√√	√
Mitigation	√	√√√	√√	√

The experience of women during disaster event showed that their workload increased, particularly those related to domestic roles. Limited availability of water, uncomfortable condition for children in evacuation facilities, diseases and mental distress were those observed as increasing burden for women. It was identified during the talk with the survivors that there were factors influencing the gender roles. Among others were:




1. Separation of domestic and public roles was considered as common practice;
2. Burden on women has limited access to public matters;
3. There was different access to information and capacity building;
4. Some women could accept the condition, however those who did not had limited access to resources;
5. Some men were accommodative, but the others did not.

Social roles division was confirmed by government policy and program. At the lowest level in the community, division of roles was stipulated in Village Standard Operating Procedure of Hargobinangun village on disaster. This procedure regulated key roles in stages of disaster management. It was clearly observed that Search and Rescue was staffed with men, while food preparation was attached to women's association and first aid to midwives. In general, men were considered more capable and fit to take roles in disaster management.

**Table 2. Distribution of roles in disaster management:  
SOP of Hargobinangun village**

No	Roles	Men (person)	Women (person)
1	Coordination and Secretariat	5	1
2	Logistic	2	1
3	Public Kitchen	0	3
4	Evacuation management	3	0
5	Equipment	3	0
6	Health	0	3
7	Security	3	0
8	Transportation	3	0
9	Communication	3	0
10	Shelter manager	11	1

Figure 6. Gender Role division in picture

		
<p><b>Public Kitchen:</b></p> <p>Extension of domestic roles at community scale. Volunteerism was attached to women in this role, while when there was assistance from outside, involvement of men in public kitchen was considered as paid work.</p>	<p>Formal meetings usually were dominated by men, likewise in the context of disaster management</p>	<p>Evacuation of victims: men considered as strong, risk taker and heroic</p>

Roles division took place at the expense of neglecting the voice, needs and accommodation of unrepresented groups. When representation of women was very low in decision making, it was very difficult to ensure fulfilment of basic rights and important policy made.

**Box 5. Gender Issues and Concerns**

- Women perceived to be in domestic sphere and men in public sphere.
- Women had more burden in the event of disaster as they were responsible to the safety of dependent (children and the elderly).
- The potential capacities of women, children and the elderly were not taken into consideration and were not promoted.
- Men dominated roles in disaster management was at the expense of neglecting the voice and representation of women, both in capacity building and decision making.

#### 5.4.3. Community Resilience, local wisdom and vulnerability

In the context of institutionalization of resilience, lessons from experiencing disaster have taught the community and the government to take important steps in reducing the risks. These were observed from the efforts made at community level, such as:

- Increased capacity of the community in facing disaster including skills in anticipating the crisis;
- At local level, disaggregated data was available differentiating sex, age and physical condition. Data was collected and managed starting from neighborhood level;
- Local institution involved in disaster risk management functioned well, particularly when the eruption took place. Facilities were built to anticipate the risk including bunker, both by the community and the government. The community also developed early warning system using traditional equipment and preparedness system through creation of observation tower;
- Social cohesion and role of community institution were very supportive to community resilience against disaster.

Similar condition showed changes at government side. Some of the indications observed were:

- Capacity and preparedness at government level
- Sufficient policy and supporting system such as: early warning system, hazard map, disaster related data base, disaster risk reduction policy and contingency plan of local government
- Established agency (Office of Mining, irrigation and disaster management) at District level as leading agency in disaster management
- Process of development of disaster management procedures at village level.

The above illustration had contributed to the development of capacity in managing disaster.

Continuous threat of disaster or disaster itself taught the people to develop coping mechanism. It happened to the people in the study location, and among others they were:

1. Motorcycle, important documents, essential goods to support life, were ready when the status of the mountain worsened. People were ready to flee;
2. Continue watch on the activity of the mountain while doing every day life's activities. They used bare eyes, observation tower, information flow from the government while continuing daily activities;
3. Some of the people got ready to wear non-polyester clothing, as the experience taught them to protect themselves from the heat of hot wave.



Besides adapted facilities for example, early warning system and bunker, built by the people in many points of Turgo village, their initiative and volunteerism were part of their coping mechanism and resilience. At Kaliurang, the condition was different as they were more accessible to outside assistance and got more support as Kaliurang was the source of government income.

Figure 6. Community built observation tower  
(courtesy: [blogs.guardian.co.uk](http://blogs.guardian.co.uk))



Community initiative has also born the idea of community concept of evacuation. Evacuation as perceived by the community could consist of:

- Self reliant evacuation
- Evacuation to shelter built with community involvement
- Evacuation of vulnerable groups to special shelter

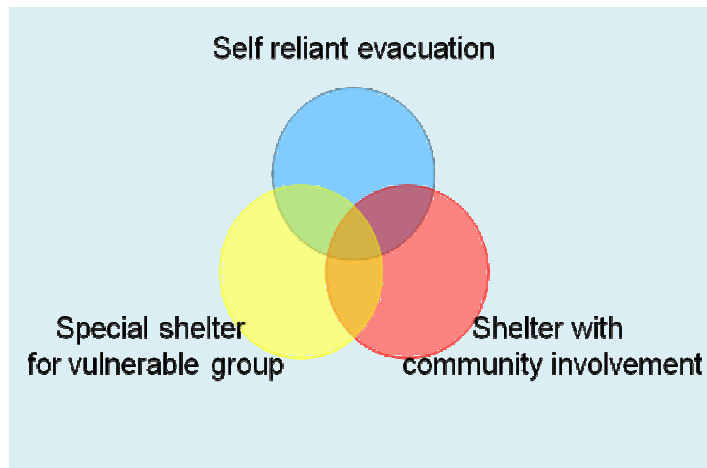
In self reliant evacuation, the community voluntarily evacuate themselves to places which they can get support i.e. to their relative's houses in safe areas. This evacuation provides better condition as daily life requirement is available and the needs of the community are spread to families of their own.

Evacuation to shelter built with involvement of the community was considered more appropriate as the shelter was built to match the needs of the community according to their experience in the past.

Evacuation of vulnerable groups to specially prepared shelter was meant to ensure the vulnerable groups i.e. pregnant women, the elderly can get what they need as close as they get in daily life. This is done with consideration that the situation in the affected areas were still safe for them who can cope with the condition.

The diagram below describes the concept of evacuation created by the community.

Figure 7. Community concept on evacuation



Local wisdom grew among the community such as the existence of the hill that they believed could protect them from the flow of lava and the attitude of "Grandpa Marijan", a community patron which was believed as the master of the mountain had also created a controversy. This belief had created uncomfortable relation between the community and the government. The situation, the government calculated as threat and had to evacuate people, responded by the community by kept staying in the village, as they believed the situation would not harm them. This local wisdom had created dilemma. On one side this kind of local wisdom can be part of the capacity as the respect the nature, but in the other side, had increased vulnerability.

Vulnerability of women, children and elderly was higher compared to men and youngsters. The following matrix shows it:

Table 3. Vulnerability of women, children and the elderly

Aspect	Male				Female			
	Child	Youngster	Adult	Elderly	Child	Youngster	Adult	Elderly
Economic	√√	√	√	√	√√	√√	√√	√√
Social/Politic	√√			√	√√	√	√	√√
Physical condition and attitude	√√			√√	√√		√	√√

Economically women were more vulnerable as they had less access to and control on economic resources. Similarly the condition for children and elderly who were dependent economically on men. In social and political sphere, they are more vulnerable as this sphere was dominated by men. Another aspect in vulnerability is attitude and physical mobility. Vulnerability also higher among pregnant women and elderly as they had less physical mobility and because of that they were more exposed to risks. As of adult women, they were responsible for children and elderly safety and this increased their vulnerability. Among elderly, they often submitted to faith and did not want to give more burden to their children. This also made them reluctant to rescue effort and created another vulnerability by attitude.

Box 6. Summary Findings on Community Participation

- Continue threat of disaster has generated coping mechanism, skills to anticipate crisis and local wisdom.
- Community built coping mechanism could be accommodated and taken into account in government developed disaster management policy and program.
- Community involvement both men and women and other vulnerable groups in all stage of disaster management should be the important part of disaster management policy

#### 5.4.4. Integrating gender into disaster management

The need to integrate gender into disaster management is to ensure that preparedness and anticipation to disaster, up to capacity to recover from the impact of disaster, can be equal among age and sex groups. Learning from this study, actually there were capacities and opportunities of each group of population to strengthen their resilience and capacity against disaster. Women, by considering their social roles, having important part in saving lives of members of the families particularly children and elderly. The elderly, even they were often considered as the most vulnerable group, they can deliver cultural messages and respect to the nature. History of the village and its wisdom are usually held by the elderly.

For that reason as well, capacity building for the vulnerable groups needs to consider the appropriate scheme and not increasing burden. Training on disaster can be designed as community training that allows women and the elderly involved in. Timing needs to be adapted to their daily activity cycle. Training is also supposed to promote more equity in division of roles at family and community levels.

The government also has important role in ensuring fulfillment of basic right of the survivors regardless their sex and age. Policies and program related to disaster management has shown improvement. It was not clear whether based on understanding on gender or not, but fulfillment of needs of women and children as well as elderly has been initiated. Data collection at evacuation sites, segregated by sex and aged has also been initiated. Rescue procedure has also indicated priority for vulnerable groups. However the study in the field revealed that understanding on the importance of gender issues in disaster and disaster management is still far from adequate. The following example of data at evacuation site is listed below.

Table 4. Data collected at evacuation site during last eruption

Location	Shelter	Infant	Child and Under five	School children	Adult
Turi	Wonokerto	5	45	70	342
	Girikerto	0	42	56	220
Pakem	Hargobinangun	0	11	16	51
	Purwobinangun	8	32	83	109
Cangkringan	Umbulharjo	6	98	102	571
	Glagaharjo	3	105	278	658
	Kepuharjo	16	64	136	296

FGD done among community organization and NGOs revealed that understanding on gender in disaster and disaster management remained low. It was similar to that among government officials. Confusion remained and gender was understood as women. In relation with disaster, perception on hazard-centered implied that focus was still on hazard that does not differentiate between men and women. Among community organizations, some still held the strong understanding that disaster does not differentiate men and women, while the other struggled to integrate gender, but without a clear concept. Therefore in term of understanding the concept the issue has not been resolved.

Box 7. Summary findings on Appreciation of Gender Concepts

- Concept on gender in disaster and disaster management is not yet adequately understood, among government officials as well as community organizations and NGOs
- The willingness to accommodate the needs of all groups in the population has been reflected in the existing effort, however the basic concept was not clear

## 6. Analysis on the findings of the study

### 6.1. Knowledge and awareness on gender in disaster and disaster management

The major finding of the study is the information on why gender integration is not done in disaster management. The main reason is lacking of knowledge and understanding on gender in disaster and disaster management. Almost everyone involved in disaster management did not know nor understand gender concept, gender in disaster and gender in disaster management. As gender was not known, logically its existence then would have not been recognized and then nothing was done to address this issue.

Although some of the informant among government officials involved in disaster management has heard about gender, their understanding was neither adequate nor correct. Gender was perceived as women. Other perception among stakeholders was that disaster affects everyone, regardless sex and age or other condition of the people. Therefore all developed policies, guidelines or procedures had not yet consider gender and treated everyone of the affected population similarly.

When gender was perceived as women, involvement of women in any implementation of disaster management was considered to be gender sensitive or responsive. Among health sector officials for example, it was admitted that they already had considered gender in the implementation of their responsibility in managing disaster. Women personnel included in carrying out disaster response, for example midwife and nurse, were considered as already engendered action. Although to some extent it matched with some condition of the affected population, but the policy developed was not based on gender concept.

In great extent it made sense that, if there was no knowledge on gender, the policies and procedures would not take gender into consideration. During data collection for this study, there was some reluctance on the idea to integrate gender into disaster management. However majority of the officials at different level of governance agreed that gender integration into disaster management is important, especially after they were briefed on gender concept, why it is important and the impact when it is integrated.

In the policy analysis particularly National Policy on Disaster Management in the form of Law no. 24/2007 on disaster management, gender has already been acknowledge in the principles of the Law. Having this stipulated in the Law, the way the Law is read should be synchronized with the principles. However it was not the case and there is no elaboration nor explanation on the connection between the principle of the Law with chapters or articles within. If the Law is read using perspective of sectoral function of the ministries or agencies involved in disaster management, the principle as contained in the Law remains invisible. Given this situation, gender will never been seen in the implementation of the Law. It was observed in the Government Regulation that gender is not mentioned at all, though Government Regulation is the derivation of the Law which is to elaborate the law into more workable regulation.

Among NGOs and community organization whom the information was also collected from, similar situation took place. Among NGOs who have work to provide assistance to the community, there was still some confusion about gender concept. Some remained thinking that disaster does not differentiate who were affected and those related to gender in disaster management were not to be considered. The understanding was clearer among them when a brief explanation was given during FGD. In general they agreed on the importance of gender integration into disaster management, when the understanding started to arise.

Given the situation as revealed from the study, knowledge on gender in disaster and disaster management is very crucial in the process to integrate gender into disaster management. There are many methods exist to integrate gender, and when the knowledge on gender and awareness on its importance exist, those methods then will be sought. Without any knowledge, gender is something outside the business of disaster management.

The attention then goes to the role of National Machinery as well as sub-national machinery for gender equity, the Minister of Women Empowerment and their counterpart at province and district level. It is crucial that they introduce gender concept to Agencies responsible for disaster management, the National Disaster Management Agency(NDMA) and their counterparts at province and district level. The existence of the Law, in this regard Law no. 24/2007 on disaster management which contained gender in its principles, obligation to mainstream gender into all development program including disaster management and other related national policies should also be introduced to all line ministries and agencies responsible for disaster management. Gender concept becomes more important in the new policies where the paradigm of disaster management has shifted from emergency response to disaster risk reduction. In accordance with the obligation to mainstream gender into development program as instructed by Presidential Instruction no. 9/2000 on gender mainstreaming in development program, knowledge on gender mainstreaming and skills to mainstream gender becomes important among the officials of line ministries and agencies responsible for disaster management, as the new national policy on disaster management is to be elaborated into management policies at ministerial level and operational policies at operational level in the field.

## 6.2. Data on disaster

Data on disaster is not available in the system. The initiative to build disaster data base has developed some connection among related sectoral agencies in Sleman District. For example at health agency, data on existing health centers, hospitals, ambulance, personnel, equipment and logistics were extracted and connected to data base system. In similar manner it took place among other agencies. However data was not yet segregated by sex and age, though raw data is available.

In the context of the study location, data at local level, in this case at village level needs to be regularly collected, updated and compiled at higher level hierarchically. The experience showed that not only data of affected areas needs to be collected but its connection with other areas is necessary, for example relatives of the families in other areas. One initiative of the village is community designed evacuation mechanism which involves voluntary evacuation to the areas where they had relatives or the families, can be used as example of the importance of connecting disaster areas with the affected locations. Thus data on the situation at the potentially affected areas needs to be complemented with data from the other areas that can be used to support disaster response.

Hazard map is available at macro level covering the whole district. Data on the potential resources to respond disaster is also available; however data on potential capacity of the community including women, children and the elderly is not yet included. While it is common in the assessment of disaster data, the existing data contained vulnerability then should be complemented with data on potential capacity at community level.

Data at local level within the district, data at village level is not yet compiled at district level. Data system needs to connect data at village to district level to ensure the needs at different cycle of disaster management can be appropriately accommodated.

In conclusion, data is not yet disaggregated by sex and age, data needs to be collected regularly and the system needs to be improved to connect, compile and manage data from different level of government administration within the district. To take the analogue of it, at national level the similar fashion needs to be built according to its relevance for use by different line ministries and agencies.

### 6.3. Gender issues identified from the study

Gender issues present across all stage of disaster management cycle. The issues within each stage of disaster and its management identified by this study, to many extent correlated with gender roles in the community.

Gender issues during emergency stage identified in this study are listed below:

- Condition of shelter
- Unavailability of reproductive health needs
- Unavailability of baby's need including food
- Unavailability of elderly's needs
- Water and Sanitation insufficient
- Safety of the toilet
- Access to temporary schooling
- Food
- Trauma both physical and psychological
- Clothing
- Information

During rehabilitation rehabilitation and reconstruction stage, identified gender issues were:

- Property loss
- Property rights
- Representation of women in decision making for the future livelihood
- Employment and access to income sources
- Damage of agriculture
- Housing

The study has passed several cycles of disaster and gender issues identified during preparedness building were:

- Communication that does not take into account women and their social roles
- Neglect of women in capacity building and skills to anticipate crisis
- Representation of women in decision making
- Data segregated by sex and age
- Early warning system
- Exclusion of women in public matters
- Exclusion of potential capacities of women in building preparedness
- Exclusion of women organization both formal and informal in the undertakings

Some of the issues have been anticipated naturally and were not based on gender concept in disaster management. While integration of gender is waiting for further action, what have been done can be maintained and the benefits from what have been done can be used as examples and basis for further improvement.

## **7. Recommendation to integrate gender into disaster management**

Gender issues in disaster have been discussed for quite sometimes, however in practice it remains minimal and each time disaster events take place, and the reports are issued, recommendation to integrate gender appear again and again. This study has revealed the reason why gender is not yet integrated into disaster management. While the big issues on knowledge and awareness have been identified, the practical method to integrate gender then becomes important. The method as perceived by them who work in disaster management is important to be taken into consideration when gender integration will be promoted. This study tried to systemize the ideas to “practically” integrate gender into disaster management. What is recommended by this study as practical method to integrate gender study might be different from what have been published in many places; however this might enrich the method, and might be useful for the area with similar condition.

The matrix which describes general practical method to integrate gender into disaster management is in Appendix 1.

Disaster management as reflected in the legal documents, consisting of strategic policy (The Law No. 24 Year 2007; Government Regulation; Presidential Regulation); managerial policy (Ministerial Decree, Sector Development Planning; Local Regulation); and technical or operational Policy (Manuals, Guidelines, Training materials). Across the board, disaster management also consists of different cycles, such as: emergency stage, rehabilitation and reconstruction, prevention and preparedness. This study tried to describe how gender integration can be done in disaster management at different levels and cycle of management at each cycle of disaster event.



In Appendix 2 is the matrix of recommendations on how to integrate gender is presented. One major recommendation is how to build awareness, knowledge and understanding on gender in disaster and disaster management. The others are the practical methods that can be applied in integrating gender into disaster management

In general there are several practical steps that can be used to integrate gender into disaster management. They are:

- Awareness raising and building understanding on gender and disaster
- Gender machinery and tools for gender integration into disaster management
- Data
- Policy formulation

a. Awareness raising and building understanding on gender and disaster

The study has revealed that knowledge and understanding on gender concept, gender in disaster and gender in disaster management remained low. As this is the root of causes why gender is not yet integrated into disaster management, then building awareness on gender in disaster and disaster management becomes the root to further integrate gender into disaster management. Knowing gender in disaster and disaster management needs to be followed by skills building to integrate gender into disaster management. This, in fact is part of the principles of gender mainstreaming. To raise awareness and to build understanding on gender, exposure or introduction to gender issues in disaster and disaster management should be done to officials, policy makers, managers and operational staff at agencies responsible for disaster management.

The practical way to raise awareness and build understanding on gender in disaster is through sessions which can expose target audiences. Seminar, dialogue, round table discussion or training can be employed as the method as appropriate. As of the resources that can deliver the messages and content, national machinery for gender equity, that is, the Ministry of Women Empowerment can be invited to serve as resource persons or trainer or facilitator. The other resources that can be invited are international agencies who work for disasters (i.e. United Nations (UN) Agencies like as the ISPDR) and NGOs both national and international who work on gender and disaster. Regional organizations can also be invited as the resources i.e. APEC TFEP, UNESCAP, UNIFEM etc. The other resources are individual experts.

Depending on the level of the officials or level of administration, the sessions can be arranged to meet the needs. For example for high rank officials can serve as policy maker, for policies prioritized on principles of gender equity, gender issues

in disaster, the impact of disaster to different group of population and the importance of integrating gender into disaster management policy/ies. For officials at management level, the content can be more elaborate and specific, with emphasis on their area of responsibilities. They can also be across development sectors as gender issues are cross-cutting in nature. The sessions can be longer depending on the needs. In the context of gender integration into disaster management, as it has to be reflected into legal documents, every session is recommended to be complemented by how gender can be reflected in chapters or sections of the legal documents, to give perspective, where gender is to be integrated and which relevant part of legal document is to be intervened, revised or even newly inserted or developed.

At operational level, understanding should be given to operational staff on how their potential capacities can be generated and how the impact of disaster can be reduced when gender concept is applied in their works. Further, the understanding should also be built to enable operational staff to know how to implement the guidelines and procedures according to principles of gender equity, as well as the benefits of gender responsive procedures.

#### b. Gender machinery and tools to integrate gender

Commonly the work to integrate gender into policies is not a one-time action, but rather a continue effort. One component in an organization is needed as the trigger to initiate the process and to maintain continuity and consistency. According to Presidential Instruction no. 9/2000, gender focal point within the government organization has to be established. Accordingly in the agencies responsible for disaster management, the NDMA and other line ministries and agencies gender focal point needs to be appointed and gender team needs to be established. This component is important in the overall effort in engendering disaster management. Ministry of Women Empowerment is obliged to assist responsible agencies for disaster management in establishing gender component within their organization. While within the Ministry of Women Empowerment a special unit concerns with disaster and conflict areas exists, this can build a connection with the line ministries to promote gender integration into disaster management.

#### c. Data

Data and information on disaster and data system are available in some areas like provinces of Aceh and Yogyakarta. Hazard map is also available in many disaster prone areas. Data and information are issued by different agencies, however data related to gender issues are barely available. Sex disaggregated data is not yet known, therefore it is crucial to develop data system which includes gender data. It is still perceived that, data segregated by sex is not necessary as disaster hits everyone regardless sex and age. As women, children and the elderly comprise

73% of the population, data disaggregated by sex and age becomes important for many aspects in disaster management.

The way data system is adapted to the needs of the people in disaster area, is to segregate data by sex and age. The existing data system needs some adjustments, particularly refining the existing standard table to enable data can be analyzed by sex and age.

For the purpose of data collection and analysis at the local level, training across the agencies responsible for disaster management needs to be done, particularly in building preparedness using the example from villages in this study. Hierarchically, data from village can be consolidated at higher levels. The existing data collection can be slightly modified to contain data by sex and age if not yet available. The system needs to adjust to the need of the people at different levels of disaster management. The essence is to make available sex disaggregated data to ensure that disaster management integrates gender and that its benefits can be objectively verified.

#### d. Policy Formulation/Gender integration into disaster management policies

Disaster management is reflected in the legal documents starting from National Policy(Law, National Government Regulation, Presidential Decrees) down to management policies at sectoral ministries' level, guidelines for implementation and SOP at field level. National policy is the highest reference in disaster management, therefore gender in first instance should be integrated into national policy. National policy should be the reference when lower regulation down to SOP will be developed or revised. In this context building understanding on gender in disaster and disaster management is recommended to be done in sequence, starting from highest rank officials down to operational staff. Accordingly integration of gender into disaster management needs to be sequential, starting from national policy down to operational procedures.

At policy level awareness-raising should start from NDMA as the coordinator of national disaster management which will formulate policies that serve as the main reference.

Understanding on gender in disaster and disaster management needs to be built among policy formulation officers including the Secretariat of NDMA. A training in gender mainstreaming is essential and a workshop to review the existing policies needs in order to determine at which part of the policies can gender be integrated where possible, to formulate new policies and guidelines for implementation of existing policies .

Ministry of Women Empowerment as agency to promote gender integration into national development policies and program should take active role in advancing gender integration into disaster management and facilitate the process of

awareness raising and skill building to integrate gender into disaster management. Accordingly essential material needs to be prepared to assist the work of NDMA.

In the context of strategic policy, Law no. 24/2007 on Disaster Management was already issued. In this Law gender has been accommodated in principles of the Law. Government Regulation no 21/ 2008 concerning the coordination of Natural Disaster Management; Government Regulation No, 22/ 2008 concerning Budget Management; and Government Regulation No. 23/2008 concerning participation International Agencies (International non Government Agencies) in natural disaster have also been issued. However in these regulations, gender has not been accommodated. To integrate gender into these regulations, review can be made to examine where gender can be integrated into relevant chapters/sections. References to be used in reviewing gender perspective are:

- Other existing policies related to gender, development program, human rights, community empowerment etc. Among others are: The 1945 Constitution, Law on Human Rights, National Long Term and Mid Term Development Program, Law on Ratification of Ratification of International Convention on Elimination of All Discrimination Against Women(CEDAW).
- Existing gender analysis methods (Gender Analysis Pathway, Problem Based Gender Analysis and other appropriate analysis methods)
- Relevant sex disaggregated data and gender issues in disaster that can be obtained through existing data collected by Central Body of Statistics (Badan Pusat Statistik) and additional data that can be requested to provide relevant sex disaggregated data.
- Guidelines on gender integration into disaster management published by international agencies

Review can be done in collaboration with line ministries and agencies and Ministry of Women Empowerment as Gender Equity Machinery.

Preceding the review of policies, a framework on gender integration in disaster management can be developed in collaboration with Ministry of Women Empowerment and utilize gender expert. Review can indicate what issues to be integrated, where in the policies and how the wording should take shape. Formulation of new or revised chapters/section of the policies can then be submitted for approval or to be used in formulation of the new policy/ies.

Policy at management level is to elaborate strategic policies as national references in disaster management into policies at sector level of responsibility. Though it is sector wise in nature, gender integration remains important as gender is a cross cutting issue. In each sector, gender issues also exist and addressing gender issues

within the respective responsibility areas and clientele of line ministries, elaboration of national policies and direction of gender relevant policies. At this terrain, standards and guidelines are to be developed as references to operational policies. The policy in mobilization of resources, utilization of system, preparation of logistic and equipment, recruitment of human resources, vertical sector coordination are decided at management level. All policies should refer to what are determined by strategic policies, therefore when gender is integrated into strategic policies, it should be the binding references for management policies. At different line ministries focus of gender integration is different dependent upon ministries' responsibility on the affected population.

Operational policy is more on the protocol of disaster management implementation. The policies at this level are reflected more of procedures of implementation in all aspects. Procedures developed at this level are more physically visible and directly impact to the affected population both in emergency response, rehabilitation and reconstruction as well as prevention and disaster risk reduction of preparedness. At this point, the actual condition of the population is one of the main measures in its implementation. Functioning as the protocol of implementation, gender integration should be reflected in action, therefore human resources who implement disaster management are required to have adequate understanding on gender, not only in policy formulation, but more in operational activities. Capacity building for the personnel who implement the action then, become crucial.

Strategy to integrate gender in management and operational policies in principle is similar with that of strategic policy, with focus on the responsibility area of line ministries or agencies. Appendix 2. matrix describes practical methods to integrate gender in addition to general methods with focus on each disaster management cycle and policy level.

In addition to practical method in general, as described in the Appendix 2 matrix, several focuses need to be complemented according to the cycle of disaster management and level of policies as described in the matrix above. In each cycle of disaster management the focuses are:

#### Emergency response

In addition to general practical way to integrate gender during emergency response described above, additional attention should be devoted to the following.

At strategic policy level, guidelines to direct all procedures in emergency response at all levels of administration need to be developed. At management policy level, gender integration should be focused on health related services, infrastructure, security, logistic and supplies as well as into disaster impact assessment. These focuses are to

address gender issues during emergency stage of disaster. To ensure that policies are implemented, and to maintain consistency of the implementation at operational level, gender focal point person/s have to be included in the Key Management. Other than that, it is also important to make available data, which include those disaggregated by sex and age. At management level, regular updating is recommended as disaster can take place at any time and some can be predicted. At management level, the policy makers can prepare what are needed based on updated information. Coordination with NGOs and community organizations including women organizations is important as commonly they also provide assistance during emergency stage of disaster. Coordination should be made effective and mechanism determined.

At operational level, procedures and guidelines for implementation of emergency response should also be formulated to address gender issues during emergency stage. To enable operational agencies to integrate gender into their procedures, comprehensive tool kit should be created including analytical tool. On the other side, emergency response team should include personnel who could assist in addressing gender issues during emergency response. To ensure the implementation of emergency response follows the procedures, training of all personnel on gender sensitivity is crucial.

Emergency response normally is continued to rehabilitation and reconstruction. To provide information on the performance of emergency response, evaluation method should be developed at operational level and used in decision making at higher levels of disaster management. This is also to evaluate the impact of integrating gender into disaster management and to examine matters to be improved.

#### Rehabilitation and reconstruction stage

Situation and condition after disaster event can provide opportunities to set new norms, draft new rules, engage new leaders and build new institution. For women to enjoy their rights and rebuild the livelihood, they must have resources-property, capital and power in decision making.

At policy level, the unit in charge at NDMA should include basic rights, clearly describe equal protection of rights, equity to access resources and ensure representation of women in the national policy on rehabilitation and reconstruction. Social reconstruction and rehabilitation should also be the priority in referring to the existing law. Indicators to measure whether the rehabilitation and reconstruction program have benefitted women, children and the elderly should be developed and integrated into performance indicators.

At management level, the policies should include issues on representation of women and community organization during formulation of planning, domestic needs that strongly relate to daily life of the family, rebuilding of livelihood of women especially rebuilding of employment or economic activities, property loss and rights,

resettlement. Representation of women from disaster affected areas is important in formulating policy and guidelines of implementation.

Needs assessment preceding formulation of rehabilitation and reconstruction program have to include women, as they can be the survivor within the entity of the family, be the head of the family and be the individuals who possess the rights. The policies in rehabilitation and reconstruction stage have to honor and protect the rights of women with different characteristic as the consequences of the impact of disaster.

At operational system, needs assessment should include women. Information from evaluation of emergency response should be applied in formulation of rehabilitation and reconstruction program. Mechanism to monitor the implementation should be developed and implemented, and monitoring team should include personnel who are responsible for maintaining consistency of the policy and procedures.

### Preparedness building

Focus should be given to recognize the vulnerability as well as potential capacity of women in building preparedness against disaster and risk reduction. This is important since women, children and the elderly are considered as vulnerable groups only and the perception that they are weak in facing disaster. In fact their capacity should be recognized in building preparedness and reducing disaster risks.

At strategic policy, standard of preparedness should be set for all segments of population in disaster prone areas, for example, whether anyone knows evacuation route, what to be prepared when they have to evacuate, whether everyone knows early warning system etc.

National policy needs to have national plan of action to guide concerted effort among all involved in disaster management. Further, as children also have capacities in building preparedness and can disseminate information within the family and community and can create a long term attitude, disaster education should be given priority. Integration of disaster education into school curricula is one of the best methods to maintain and sustain disaster preparedness, particularly in disaster prone areas.

At management level, gender should be integrated into prevention and preparedness planning and programming. Monitoring on the status of preparedness should be part of the continuing evaluation of preparedness as some of disaster can take place without prediction.

At operational level, it is important to consider the inclusion of gender into capacity building of government official in responsible agencies. In maintaining awareness, preparedness and minimizing the risk. information material for education purposes and building continuing preparedness should be developed, disseminated and be

made as part of daily life activities. At operational level starting from grass root level upward, preparedness should also be measured and monitoring methods be developed.

Recommended practical method to integrate gender into disaster management can be adjusted to local situation as there is variation of situation and condition within different regions. The effort to integrate gender nation wide is not a simple job, however when the national policy initiates the integration, the whole process can be done, gradually. Special attention should be given to the areas where disaster takes place frequently and causes potential significant damage to economic and social life. Hazard map can be used to prioritize where the emphasis should be given.

Disaster management is implemented in a multi-sector approach. Each involved agencies' works are inter-related, therefore the coordination becomes very important part, including in gender integration.



Appendices:

Appendix 1. Objectives, Strategies, Methods and Stakeholders of Disaster Management Policies

Appendix 2. Additional focus in integrating gender into different policy level and cycle of disaster management

Appendix 1. Objectives, Strategies, Methods and Stakeholders of Disaster Management Policies

Gender Issues	Objectives of strategic, management and operational policies	Practical way to integrate gender	Indicators	Key stakeholders
<b>1. Capacity building gender in DM</b>				
Lack of knowledge on gender concept, and gender in disaster management and commitment	<ul style="list-style-type: none"> <li>• To increase awareness and knowledge of gender in disaster and disaster management</li> <li>• To Increase knowledge on gender integration in DM</li> </ul>	<ul style="list-style-type: none"> <li>• Awareness raising for policy makers and top ranking officials in the NDMA and the relevant Departments/ units/ institutions</li> <li>• In collaboration with MOWE, and other relevant resources such as NGOs, academicians, relevant CSO to assist NDMA in conducting awareness raising activities, through: seminar, roundtable discussion, dialogue, advocacy for policy makers, program managers and operational staff in NDMA and all line ministries and agencies responsible for disaster management</li> <li>• in conducting workshop/ training on gender analysis for the line ministries and agencies areas' of responsibility to increase skill in integrating gender in DM</li> </ul>	<ul style="list-style-type: none"> <li>• Gender issues in disaster and disaster management officially acknowledged</li> <li>• Skill in gender analysis improved</li> </ul>	<ul style="list-style-type: none"> <li>• National Disaster Management Agency(NDMA)</li> <li>• Ministry of Women Empowerment (MOWE)</li> <li>• Ministry of Education</li> <li>• Relevant NGOs</li> </ul>
		<ul style="list-style-type: none"> <li>• NDMA in collaboration with MOWE , Dept. of Education and other relevant educational /training institutes, (incl. mass media) develop curricula on gender in DM.</li> </ul>		

Gender Issues	Objectives of strategic, management and operational policies	Practical way to integrate gender	Indicators	Key stakeholders
<b>2. Institutionalized GM in DM: Creating gender machinery and tools for gender integration into disaster management</b>				
<ul style="list-style-type: none"> <li>• Gender dimension in Disaster Management (DM) is still on paper, rarely reflected into Government Regulation and into action</li> <li>• Lack of harmonization between the existing DM Laws, (global/national commitments) and its related government policies/ sector programs and its implementation</li>   <li>• Gender dimension in disaster management is legally acknowledge in Law no. 24/2007 on disaster management, on the other side, gender mainstreaming is mandatory by Presidential Instruction no. 9/2000 on implementation of gender</li> </ul>	<ul style="list-style-type: none"> <li>• To create gender machinery and tools for gender integration into disaster management</li> <li>• To promote gender integration in all level of government administration (national, province and district)</li> <li>• to Link disaster management policies with gender policies</li> <li>• to improve women representation in policy formulation</li> </ul>	<ul style="list-style-type: none"> <li>• NDMA in collaboration with MOWE and other relevant institutions:               <ol style="list-style-type: none"> <li>(1) Develop Framework to integrate Gender Dimension in Disaster Management</li> <li>(2) Establish/ strengthen gender units or gender focal points, gender working group/ Task Force in the NDMA, include concerned NGOs and women organizations include member of Gender Focal Point and gender working group in decision making process</li> </ol> </li> <li>• Gender integration and its implementation should be continuously promoted within NDMA and line ministries/agencies responsible for disaster management</li> <li>• NDMA conduct a regular meeting among working group/ Task Force to :               <ul style="list-style-type: none"> <li>- review the existing policies on disaster;</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Official framework for gender integration in disaster management is issued and utilized</li> <li>• Gender is institutionalized in GM: integrated into policies and programs at all level</li> </ul>	<ul style="list-style-type: none"> <li>• NDMA</li> <li>• MOWE</li> <li>• NGOs</li> <li>• Community Organization</li> </ul>

Gender Issues	Objectives of strategic, management and operational policies	Practical way to integrate gender	Indicators	Key stakeholders
<p>mainstreaming in development program, however there was no link between these two policies</p> <ul style="list-style-type: none"> <li>• Mechanism to link disaster management policies and gender policies does not exist yet</li> <li>• Gender issues in disaster and disaster management have not been officially identified</li> <li>• Women representation in decision making remained low resulting in neglect of gender concerns in policies</li> </ul>		<ul style="list-style-type: none"> <li>- to formulate the National Action Plan for Disaster Risk Reduction;</li> <li>- to discuss and review current gender issues in disaster and disaster management from various resources/ studies and clustered it according to areas of responsibility and disaster management cycle;</li> <li>- to develop generic tools, manuals, guidebook on gender responsive GM based on reviewed the existing ones</li> </ul>		
<p>3. Enhancing gender and disaster data information and management</p>				
<ul style="list-style-type: none"> <li>• Data and information available for meteorological and geophysical hazards such as hazard or risk mapping, issued by different institutions but lack of data and information on population by sex disaggregated, gender statistics, social institutions and the like.</li> </ul>	<ul style="list-style-type: none"> <li>• To Integrate data related to gender and age into disaster data system)</li> </ul>	<ul style="list-style-type: none"> <li>• Institutionalization of collecting of sex disaggregated data and information related to DM, in each relevant Ministries/ Institutions/ units and Task Force</li> <li>• Mainstreaming gender in disaster data/ information and management through training across the NDMA, and other agencies involved in DM in regular basis</li> <li>• Establish Gender and Disaster Management Center for Data Collection and Dissemination at the central and local levels</li> </ul>	<ul style="list-style-type: none"> <li>• Gender sensitive data on disaster and disaster management is available and utilized</li> <li>• performance indicators to reflect their gender sensitivity</li> </ul>	<ul style="list-style-type: none"> <li>• NDMA</li> <li>• Line Ministries</li> </ul>

Gender Issues	Objectives of strategic, management and operational policies	Practical way to integrate gender	Indicators	Key stakeholders
		<ul style="list-style-type: none"> <li>• Develop data collection system starting from lowest level of administration</li> <li>• Training for NDMA and line ministries responsible for disaster data management</li> </ul>		
<b>4. Policy formulation</b>				
<ul style="list-style-type: none"> <li>• National Policy(law No. 24/2007 on disaster management has no elaboration on how gender is to be taken into consideration in the implementation of national policies such as Government Regulations (Peraturan Pemerintah) do not have gender dimension</li> <li>• Gender dimension in each sectoral ministries/agencies responsible for disaster management is lacking, mainly caused by sector specific orientation of the ministries/ agencies' function.</li> <li>• Gender mainstreaming are not yet part of the routine strategy in programming and planning</li> </ul>	<ul style="list-style-type: none"> <li>• At strategic policy : <ul style="list-style-type: none"> <li>- To make available analysis on gender dimension for use in Law amendment of formulation of new Policies</li> <li>- To make amendment of Government Regulations when possible from gender perspective</li> <li>- To integrate gender dimension into management policies</li> <li>- To integrate gender into planning and programming</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• For the existing policies: <ul style="list-style-type: none"> <li>- Review the existing policies on disaster management and reformulate amendment of chapters/sections in the policies</li> <li>- Reformulate amendment of chapters/sections for use in policies revision or amendment</li> <li>- When amendment or revision is not possible, develop guideline for use in formulation of lower policies, guidelines and standard operating procedures</li> </ul> </li> <li>• For the future or the new policies: <ul style="list-style-type: none"> <li>- Conduct gender analysis on the areas of concerned the policy will be formulated</li> <li>- Formulate relevant chapters/sections to ensure gender</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Revised policies: <ul style="list-style-type: none"> <li>- Gender responsive policies</li> <li>- Guidelines to apply gender dimension in management and implementation guides</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• NDMA</li> <li>• Line ministries</li> </ul>

Gender Issues	Objectives of strategic, management and operational policies	Practical way to integrate gender	Indicators	Key stakeholders
		<p>is included in the policy during the formulation of policy/ies</p> <ul style="list-style-type: none"> <li>- Strengthen capacity of sectoral ministries/agencies in gender mainstreaming</li> <li>- Mainstream gender into policies, planning and programming and implementation mechanism or system</li> </ul>		

**Appendix 2. Additional focus in integrating gender into different policy level and cycle of disaster management**

Gender issues in disaster management cycle	Objectives	Practical way in addition to general practical way	Indicators	Key stakeholders
<b>Emergency situation</b>				
<ul style="list-style-type: none"> <li>• Inadequate and unsafe condition of shelter</li> <li>• Water and Sanitation insufficient</li> <li>• Unavailability of reproductive health needs</li> <li>• Unavailability of baby's need including food</li> <li>• Unavailability of elderly's needs</li> <li>• Safety of the toilet</li> <li>• Sexual harrassment</li> <li>• Access to temporary schooling</li> <li>• Food</li> <li>• Trauma both physical and psychological</li> <li>• Inadequate Clothing</li> <li>• Limited and unclear Information</li> <li>• Participation in shelter management</li> </ul>	<p><b>At Policy Level</b></p> <ul style="list-style-type: none"> <li>• Develop guidelines to direct all procedures in emergency response at different levels accommodate gender issues</li> </ul>	<ul style="list-style-type: none"> <li>• See method to integrate gender into policies</li> </ul>	<ul style="list-style-type: none"> <li>• Guidelines for emergency response</li> </ul>	<p>NDMA Min of Women empowerment</p>
	<p><b>At Management Level</b></p> <p>Integrate gender into guidelines and standard of conduct focus on:</p> <ul style="list-style-type: none"> <li>- Health</li> <li>- Infrastructure</li> <li>- Security</li> <li>- Logistic and supplies</li> <li>- Impact assesment</li> </ul> <p>Include Gender Focal Point Person in Key management</p>	<ul style="list-style-type: none"> <li>• See method to integrate gender into policies</li> <li>• Appoint gender focal point to involve in policy formulation</li> <li>• Revise composition of Key Management or include him/her in decision making process</li> </ul>	<p>Gender responsive standard of conduct in:</p> <ul style="list-style-type: none"> <li>• Health</li> <li>• Infrastructure</li> <li>• Security</li> <li>• Logistic and supplies</li> <li>• Security</li> <li>• Impact assessment are issued</li> </ul> <ul style="list-style-type: none"> <li>• Refined Key management</li> </ul>	<ul style="list-style-type: none"> <li>• Line Ministries</li> <li>• Community organizations</li> <li>• Line ministries</li> <li>• Regional government</li> </ul>
	<ul style="list-style-type: none"> <li>• Make available update gender sensitive data</li> </ul>	<ul style="list-style-type: none"> <li>• See above for data system</li> </ul>	<ul style="list-style-type: none"> <li>• Gender Data is available for use in emergency</li> </ul>	<ul style="list-style-type: none"> <li>• NDMA</li> <li>• CBS</li> <li>• Line Ministries</li> <li>• Regional</li> </ul>

Gender issues in disaster management cycle	Objectives	Practical way in addition to general practical way	Indicators	Key stakeholders
	<ul style="list-style-type: none"> <li>Develop coordination mechanism with gender concerned - NGOs and community organization</li> </ul>	<ul style="list-style-type: none"> <li>See method to develop forum</li> <li>Revise or develop coordination mechanism at different level</li> </ul>	<p>response</p> <ul style="list-style-type: none"> <li>Regular coordination</li> <li>Established Gender Team</li> </ul>	<p>Government</p> <p>Line Ministries</p>
	<p><b>At Operational Level</b></p> <ul style="list-style-type: none"> <li>Develop comprehensive tool kit for gender integration in emergency response including analytical tool and implementation guidelines for use in the affected areas</li> </ul>	<ul style="list-style-type: none"> <li>Integrate gender into disaster management tools and techniques</li> </ul>	<ul style="list-style-type: none"> <li>Tool kit for gender integration issued</li> </ul>	<p>Sectoral agencies at regional level</p>
	<ul style="list-style-type: none"> <li>Establish emergency response team or task force</li> </ul>	<ul style="list-style-type: none"> <li>Identify qualification of needed personnel to meet gender requirement in emergency response</li> <li>Appoint and train members</li> </ul>	<ul style="list-style-type: none"> <li>Gender Focal point member is included in emergency team</li> </ul>	<p>Regional government and sectoral agencies at regional levels</p>
	<ul style="list-style-type: none"> <li>To evaluate performance of emergency response from gender perspective</li> </ul>	<ul style="list-style-type: none"> <li>develop method of evaluation by disaggregating data by sex and age</li> <li>include response to gender issues in analysis of performance of emergency response</li> </ul>	<ul style="list-style-type: none"> <li>Method is available</li> </ul>	<ul style="list-style-type: none"> <li>Line ministries</li> <li>Regional government</li> </ul>



Gender issues in disaster management cycle	Objectives	Practical way in addition to general practical way	Indicators	Key stakeholders
<b>Rehabilitation and reconstruction</b>				
<ul style="list-style-type: none"> <li>• Property loss</li> <li>• Property rights</li> <li>• Representation of women in decision making for the future livelihood</li> <li>• Employment and access to income sources</li> <li>• Damage of agriculture</li> <li>• Housing and resettlement</li> </ul>	<p><b>At Policy Level</b></p> <ul style="list-style-type: none"> <li>• Develop policy on social rehabilitation which integrate gender in rehabilitation and reconstruction, including representation of women in decision making, protection of rights, access to economic resources</li> </ul>	<ul style="list-style-type: none"> <li>• Use Laws concern with gender in policy formulation as reference in policy formulation</li> <li>• Conduct gender analysis</li> <li>• Include women survivors, women organizations, concerned NGOs and representation of province and district in policy formulation</li> <li>• Include women's basic rights, property rights, property loss in the policy</li> <li>• Develop indicators that responsive to gender issues or gender responsive</li> <li>• Training of operational staff</li> </ul>	<ul style="list-style-type: none"> <li>• Policy on social rehabilitation</li> </ul>	<ul style="list-style-type: none"> <li>• NDMA</li> <li>• Min. of Women Empowerment</li> <li>• Line ministries</li> </ul>
	<ul style="list-style-type: none"> <li>• Develop indicators to ensure gender equity is integrated and implemented</li> </ul>	<ul style="list-style-type: none"> <li>• See method to develop indicators</li> </ul>	<ul style="list-style-type: none"> <li>• Indicators</li> </ul>	
	<p><b>At management level</b></p> <ul style="list-style-type: none"> <li>• Develop mechanism to coordinate with NGOs, Local Community organizations</li> <li>• Develop</li> </ul>	<ul style="list-style-type: none"> <li>• See method to develop mechanism</li> <li>• See method to</li> </ul>	<p>Coordination mechanism issued and implemented</p> <p>Guidelines</p>	

Gender issues in disaster management cycle	Objectives	Practical way in addition to general practical way	Indicators	Key stakeholders
	<p>mechanism to include women in policy formulation</p> <ul style="list-style-type: none"> <li>• Develop guidelines to conduct needs assessment which include gender issues</li> <li>• Develop guidelines on Social rehabilitation (reemployment, income generation, rebuilding of livelihood) in rehabilitation and reconstruction program</li> <li>• Develop guidelines on management of psychosocial impact of disaster</li> </ul>	develop policy	developed and implemented	
	<p><b>At operational level</b></p> <ul style="list-style-type: none"> <li>• Maintain consistency of the policy</li> </ul>	<ul style="list-style-type: none"> <li>• Developed monitoring mechanism of the implementation of rehab and reconstruction program</li> <li>• Include personnel responsible in monitoring team</li> </ul>	<ul style="list-style-type: none"> <li>• Monitoring mechanism issued and implemented</li> <li>• Regular reporting and evaluation is available for use in decision making</li> </ul>	<ul style="list-style-type: none"> <li>• Line ministries</li> <li>• Regional governments</li> </ul>
<b>Gender issues during preparedness</b>				

Gender issues in disaster management cycle	Objectives	Practical way in addition to general practical way	Indicators	Key stakeholders
<ul style="list-style-type: none"> <li>• Communication that does not take into account women and their social roles</li> <li>• Neglect of women in capacity building and skills to anticipate crisis</li> <li>• Representation of women in decision making</li> <li>• Data segregated by sex and age is not available</li> <li>• Early warning system does not reach women and the elderly</li> <li>• Exclusion of women in public matters</li> <li>• Exclusion of potential capacities of women in building preparedness</li> <li>• Exclusion of women organization both formal and informal in the undertakings</li> <li>• Disaster education is not yet formalized</li> </ul>	<b>At strategic policy</b> <ul style="list-style-type: none"> <li>• Develop policy to include women as vulnerable and potential groups in building preparedness</li> </ul>	<ul style="list-style-type: none"> <li>• See above for policy formulation</li> </ul>	Gender responsive policy in preparedness building	<ul style="list-style-type: none"> <li>• NDMA</li> <li>• Min. of women Empowerment</li> <li>• Line ministries</li> </ul>
	<ul style="list-style-type: none"> <li>• Develop standard of preparedness which integrate gender within</li> </ul>	<ul style="list-style-type: none"> <li>• Consider women, children and the elderly as the vulnerable as well as potential group</li> <li>• Analyze data on hazard, vulnerability and capacity</li> <li>• Define basic requirement for preparedness during emergency stage of each sector</li> </ul>	<ul style="list-style-type: none"> <li>• Standard of preparedness issued</li> </ul>	<ul style="list-style-type: none"> <li>• NDMA</li> <li>• Line ministries</li> </ul>
	<ul style="list-style-type: none"> <li>• Develop National Plan of Action for disaster risk reduction</li> <li>• Integrate disaster education into school curricula</li> </ul>	<ul style="list-style-type: none"> <li>• See above for policy formulation</li> <li>• Develop justification</li> <li>• Propose to Min. of National Education</li> </ul>	<ul style="list-style-type: none"> <li>• Gender responsive plan of action</li> <li>• Disaster education integrated into school curricula</li> </ul>	<ul style="list-style-type: none"> <li>• NDMA</li> <li>• Line ministries</li> <li>• NDMA</li> <li>• Min. of National Education</li> <li>• Min. of Religion Affair</li> </ul>
	<b>At Management Policy</b>  Integrate gender into prevention and preparedness planning and programming	<ul style="list-style-type: none"> <li>• Strengthen capacity of planning officials through training on technical skills to integrate</li> </ul>	<ul style="list-style-type: none"> <li>• Gender responsive planning and programs</li> </ul>	<ul style="list-style-type: none"> <li>• NDMA</li> <li>• Line ministries</li> </ul>

Gender issues in disaster management cycle	Objectives	Practical way in addition to general practical way	Indicators	Key stakeholders
		gender and provide technical assistance in planning and programming  <ul style="list-style-type: none"> <li>• Conduct vulnerability and capacity assessment for disaster prone areas for use in developing sectoral policies</li> <li>• Analyze the existing education material</li> </ul>		
	<ul style="list-style-type: none"> <li>• Develop monitoring system with set of gender indicators and operational research as part of preparedness and risk reduction</li> </ul>	<ul style="list-style-type: none"> <li>• Conduct operational research</li> <li>• Develop system</li> </ul>	<ul style="list-style-type: none"> <li>• Monitoring system in place</li> <li>• Data on progress of preparedness</li> </ul>	<ul style="list-style-type: none"> <li>• NDMA</li> <li>• Line ministries</li> <li>• Regional governments</li> </ul>
	<ul style="list-style-type: none"> <li>• Develop standard disaster education for use in school curricula</li> </ul>	<ul style="list-style-type: none"> <li>• Analyze the existing education material</li> <li>• Integrate gender in education material</li> </ul>	<ul style="list-style-type: none"> <li>• Standard of disaster education issued</li> </ul>	<ul style="list-style-type: none"> <li>• NDMA</li> <li>• Min. of national education</li> </ul>
	<p><b>At Operational Level</b></p> <ul style="list-style-type: none"> <li>• Integrate gender into capacity</li> </ul>	<ul style="list-style-type: none"> <li>• Training facilitators for disaster</li> </ul>	<ul style="list-style-type: none"> <li>• Gender is integrated into capacity</li> </ul>	<ul style="list-style-type: none"> <li>• Line ministries</li> <li>• Regional</li> </ul>

Gender issues in disaster management cycle	Objectives	Practical way in addition to general practical way	Indicators	Key stakeholders
	building program	education to serve as resources in teachers trainings	building program • Trainers are available	governments • Community organization at national and local levels
	<ul style="list-style-type: none"> <li>• Develop training and information material or modify current material to integrate gender in it</li> </ul>	<ul style="list-style-type: none"> <li>• Invite experts</li> <li>• Develop standard material or modify the existing</li> </ul>	<ul style="list-style-type: none"> <li>• Information material developed and disseminated</li> </ul>	<ul style="list-style-type: none"> <li>• Line ministries</li> <li>• Community organizations</li> </ul>
	<ul style="list-style-type: none"> <li>• Implement disaster education in the school</li> </ul>	<ul style="list-style-type: none"> <li>• Adjust to local level situation</li> <li>• Training the teachers</li> <li>• Provide material</li> <li>• Include students in disaster drill</li> </ul>	<ul style="list-style-type: none"> <li>• Disaster education is delivered in the schools</li> </ul>	Regional governments
	<ul style="list-style-type: none"> <li>• Develop monitoring mechanism to evaluate the benefit of preparedness and disaster risk reduction program to women, children and the elderly</li> </ul>	<ul style="list-style-type: none"> <li>• see above on data</li> <li>• Involve women representative in monitoring and evaluation</li> </ul>	<ul style="list-style-type: none"> <li>• Monitoring mechanism in place</li> <li>• Regular evaluation is conducted</li> </ul>	Regional governments