



**ASEAN REGIONAL
FRAMEWORK ON
PROTECTION,
GENDER,
AND INCLUSION
IN DISASTER
MANAGEMENT**

2021–2025



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The ASEAN Secretariat
Jakarta



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ACRONYMS

AADMER	ASEAN Agreement on Disaster Management and Emergency Response
ACDM	ASEAN Committee on Disaster Management
ACDM WG P&M	ACDM Working Group on Prevention and Mitigation
ACRF	ASEAN Comprehensive Recovery Framework
ACW	ASEAN Committee on Women
ACWC	ASEAN Commission on the Promotion and Protection of the Rights of Women and Children
AGMSF	ASEAN Gender Mainstreaming Strategic Framework
AHA Centre	ASEAN Coordinating Centre on Humanitarian Assistance on disaster management
AICHR	ASEAN Intergovernmental Commission on Human Rights
AMS	ASEAN Member States
APSC	ASEAN Political Security Community
ARF-PGI	ASEAN Regional Framework on Protection, Gender, and Inclusion in Disaster Management 2021–2025
ASCC	ASEAN Socio-Cultural Community
ASEAN	Association of Southeast Asian Nations
ASEAN-UN POA	ASEAN-UN Plan of Action 2021–2025
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CBDRM	community-based disaster risk management
CRC	Convention on the Rights of the Child
CRPD	Convention on the Rights of Persons with Disabilities
CSO	civil society organization
DRR	disaster risk reduction
DRRM	disaster risk reduction and management
ECHO	European Civil Protection and Humanitarian Aid Operations
EVAC	elimination of violence against children
EVAW	elimination of violence against women
FAO	Food and Agricultural Organization of the United Nations
GBV	gender-based violence
JSPADM	ASEAN-UN Joint Strategic Plan of Action on Disaster Management
IASC	Inter-Agency Standing Committee
IFRC	International Federation of Red Cross and Red Crescent Societies
NDMO	national disaster management organization
PGI	protection, gender, and inclusion
RPA	Regional Plan of Action
SDG	Sustainable Development Goal
SFDRR	Sendai Framework for Disaster Risk Reduction
SOMSWD	Senior Officials Meeting on Social Welfare and Development
TWG-PGI	Technical Working Group on Protection, Gender, and Inclusion
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
VAC	violence against children
VAW	violence against women

FOREWORD

The Southeast Asia region is one of the most disaster-prone regions in the world. An average loss from disasters has costed more than USD 1.4 million annually. Additionally, rapidly growing populations, increasing urbanisation and climate change have exacerbated the impact and complexity of disasters over the last decades. Disaster risk landscape is changing, and vulnerable groups are disproportionately affected.

Early this year, the ASEAN Committee on Disaster Management (ACDM) embarked on the implementation of the newly launched ASEAN Agreement on Disaster Management and Emergency Response (AADMER) Work Programme 2021-2025 which is guided by the principle of gender and social inclusion, among others. The AADMER Work Program 2021-2025 Priority Programme 2 has sub-priority programme on vulnerable groups and community-based disaster risk management as well as key outputs that mainstreams protection, gender and social inclusion.

In this regard, we are delighted for the adoption of the ASEAN Regional Framework on Protection, Gender, and Inclusion in Disaster Management 2021-2025 by the ACDM. The framework aims to establish a common vision to promote protection, gender and inclusion (PGI) in disaster management in the ASEAN region which reaffirms ASEAN's commitment to leave no one behind.

The ASEAN Regional Framework on Protection, Gender, and Inclusion is guided by the ASEAN Agreement on Disaster Management and Emergency Response Work Programme 2021-2025 and informed by the commitments drawn from the relevant ASEAN and international declarations and plans. At regional level, the

framework serves as the main PGI strategy to ACDM Working Groups in implementing the AADMER Work Programme 2021-2025 and other ASEAN sectoral bodies in cross-sectoral collaborations. Meanwhile, it offers ASEAN Member States with a range of options to propose country-specific interventions while taking into account national and local circumstances.

I congratulate the ACDM for their continued leadership in advancing disaster resilience in our region. I convey my appreciation to the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) for their support for this publication and strong collaboration in supporting ASEAN cooperation in disaster management.

I hope this initiative will support our region's actions in disaster risk reduction in an inclusive and holistic manner. This framework also serves as a fundamental roadmap for ASEAN's future direction in advancing cooperation with various stakeholders in the region as well as in realising a sustainable and resilient ASEAN Community in the spirit of 'One ASEAN, One Response'.



H.E. Kung Phoak
Deputy Secretary-General of ASEAN
For ASEAN Socio-Cultural Community

FOREWORD

As ASEAN is one of the most disaster-prone regions in the world, a substantial reduction of disaster risk in Southeast Asia is critical to the achievement of the Sendai Framework for Disaster Risk Reduction by 2030. With the impacts of climate change, the typhoons, floods, and droughts already common in the region are occurring more frequently, with higher intensity, and presenting greater impacts to vulnerable populations, including to women, children, youth, people with disabilities, and other marginalized groups. The COVID-19 pandemic has compounded these challenges, further exposing and deepening pre-existing inequalities.

Given the cascading and transboundary nature of risk, ASEAN's mandate to provide effective mechanisms for reduction in disaster losses in lives and assets has never been more relevant. In the twelve years since the ASEAN Agreement on Disaster Management and Emergency Response (AADMER) was signed, the region has made substantial progress in mainstreaming gender and social inclusion into the work of disaster risk reduction, response, and recovery. The latest iteration of the AADMER Work Programme 2021-2025 provides an important example of how multilateralism can tackle leaving no one behind in disasters, and recognizes both the key roles and unique needs of those most impacted.

The launch of this Regional Framework on Protection, Gender, and Inclusion in Disaster Management 2021-2025 breaks new ground in the journey ASEAN has taken towards ensuring that women, children, youth, people with disabilities, and other vulnerable groups are empowered to act as agents of their own response. The regional

solidarity in articulating a common vision and target actions for protection, gender, and inclusion in disasters is critically important in the face of the COVID-19 pandemic and its recovery, especially to address women in all their diversity. As the UN Secretary-General has warned, unless we act now, the impacts of the pandemic “could wipe out a generation of fragile progress towards gender equality.”

Investing in gender-responsive and inclusive disaster risk reduction and resilience building is an essential building block to achieving the Sustainable Development Goals. These are also critical elements to achieving the ASEAN Community Vision 2025 of realizing an inclusive community that promotes equitable access to opportunities for all. Common regional challenges call for enhanced cooperation to achieve shared goals, and UN Women continues to stand ready at regional and country level to support full implementation of the Framework, and realizing the vision of leaving no one behind.



Åsa Regnér

Deputy Executive Director for Policy, Programme, Civil Society and Intergovernmental Support
UN Women

EXECUTIVE SUMMARY

As one of the most vulnerable regions to disasters in the world, the region of the Association of Southeast Asian Nations (ASEAN) faces hazards including typhoons, floods, droughts, earthquakes, tsunamis, and volcanic eruptions, among many others. Due to climate change, such disasters are increasing in intensity and frequency, further risking rollback of hard-earned development gains, and hindering the achievement of the Sustainable Development Goals (SDGs) in the region.

The ASEAN Agreement on Disaster Management and Emergency Response (AADMER) articulates a common desire and collective will of the region to jointly respond to disasters, giving rise to the concept of “One ASEAN, One Response” to achieve faster response, mobilize greater resources, and establish stronger coordination to ensure ASEAN’s collective response to disasters.

In joint response to disasters, ASEAN has a key role to play in addressing issues of protection, gender, and inclusion (PGI) in disasters. Disasters exacerbate pre-existing inequalities and discrimination. As recognized by both global and ASEAN commitments, the impacts of disasters are not gender neutral, with women, children, youth, the elderly, the poor, and people with disabilities, and other vulnerable groups among the most impacted. Recent research led by ASEAN sectoral bodies has highlighted the urgency of acting to prevent and respond to gender-based violence (GBV) in disasters, and pointed to both existing efforts and key gaps in not only addressing women’s vulnerabilities, but also catalysing their roles as leaders and agents of change in disaster management at both national and regional levels.

The ASEAN Regional Framework on Protection, Gender, and Inclusion in Disaster Management 2021–2025 (ARF-PGI) aims to articulate a common vision for promoting PGI in disaster management in the ASEAN region, in line with One ASEAN One Response. The Framework aims to support the implementation of the AADMER Work Programme 2021–2025 and other regional declarations and plans by:

- ▶ Consolidating regional commitments across sectors on target actions for achieving inclusive disaster management;

- ▶ Identifying entry points for collaboration between NDMOs and other organizations working on gender and social inclusion issues; and
- ▶ Supporting AMS in setting priorities, indicators, and targets for measuring progress in PGI at the national level, while establishing indicators and a baseline for measuring progress at the regional level.

Built upon the foundation of core commitments under the ASEAN Community Blueprint in the areas of disaster management, gender mainstreaming, the prevention and response to GBV, child protection, and disability inclusion, the Framework outlines a set of target actions under the three pillars of Protection, Gender, and Inclusion (PGI). The principles of leadership and meaningful engagement of those most affected by disasters, including women, children, youth, elderly, the poor, and people with disabilities, cuts across all three pillars of the Framework.

At the regional level, the Framework serves as the main PGI strategy to all ASEAN Committee on Disaster Management (ACDM) Working Groups in the implementation of the AADMER Work Programme 2021–2025, as well as ASEAN sectoral bodies in cross-sectoral collaborations to address these issues in the context of disaster management. It will form the basis of annual progress reports on PGI for ASEAN platforms. Recognizing the diversity of contexts within the ASEAN region, the Framework also offers AMS a range of options to design country-specific interventions on PGI in disaster management in line with national and local contexts.

1. INTRODUCTION



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1.1 Background and rationale

As one of the most vulnerable regions to disasters in the world, the ASEAN region faces hazards including typhoons, floods, droughts, earthquakes, tsunamis, and volcanic eruptions, among many others.¹ With the impacts of climate change, such disasters are increasing in intensity and frequency, further risking rollback of hard-earned development gains, and hindering the achievement of the SDGs in the region.²

Disasters exacerbate pre-existing inequalities and discrimination, including against women living in rural areas, ethnic minority women, women with disabilities, and migrant women.³ As recognized by both global and ASEAN commitments, the impacts of disasters are not gender neutral, with women, children, the elderly, the poor, people with disabilities, and other vulnerable groups being among the most impacted.⁴ In the ASEAN region, pre-disaster analysis of existing data demonstrates that women facing discrimination are already disadvantaged when it comes to SDG progress, with the poorest women and girls of minority ethnicities, living in rural areas of

remote provinces facing the greatest obstacles to achieve the SDGs by 2030.⁵ Over the past decade, assessments from the region have shown that the impact of disasters on women and girls are multi-dimensional, spanning impacts on livelihoods to education to health to unequal access to services and relief, calling for a multi-sectoral approach to systematically integrate such gender and protection considerations into disaster management.

Furthermore, recent research led by ASEAN sectoral bodies highlighted the urgency of acting to prevent and respond to GBV in disasters⁶, and pointed to both existing efforts and key gaps in not only addressing women's vulnerabilities, but also catalysing their roles as leaders and agents of change in disaster management at both national and regional levels.⁷ Critically, the consensus from research in this area highlights the role of ASEAN at the regional level in consolidating the gains made in gender and protection dimensions in disasters across sectors, and in bridging the gaps between disaster management plans, gender equality plans, and plans for the prevention and response to GBV.

In 2015, AMS adopted the ASEAN Declaration on Gender-Responsive Implementation of the ASEAN Community Vision 2025 and Sustainable Development Goals, which further reaffirmed the commitments of individual AMS to the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Convention on the Rights of a Child (CRC), and the Convention on the Rights of Persons with Disabilities (CRPD), and acknowledged that gender equality is recognized as a precondition for the realization of sustainable development. Against the context of the COVID-19 pandemic, ASEAN has continued to reiterate and affirm these strong commitments to advance gender equality and the empowerment of women and girls, including at the highest level in the ASEAN Summit in November 2020.

Within the disaster management sector, this commitment to gender and social inclusion is manifested throughout the AADMER Work Programme 2021–2025, which aims to inculcate a whole-of-ASEAN approach in disaster management that leaves no one behind by recognising the key roles and unique needs of the communities, especially those that are most affected during disasters including women, children, youth, elderly, the poor and people with disabilities as well as other vulnerable groups. The AADMER Work Programme 2021–2025 furthermore has a dedicated outcome on vulnerable groups and community-based disaster risk management (CBDRM), as well as key outputs that integrates gender and social inclusion throughout the priority programmes.

To support the mainstreaming of the gender and social inclusion guiding principle throughout disaster management efforts in the region, the ACDM agreed to establish a new Technical Working Group on Protection, Gender, and Inclusion (TWG-PGI) in 2021, as a collaborative platform between the ACDM, ASEAN Committee on Women (ACW), Senior Officials Meeting on Social Welfare and Development (SOMSWD), and the ASEAN Coordinating Centre on Humanitarian Assistance on disaster management (AHA Centre). The ACDM tasked the TWG-PGI with the development of a gender and protection mainstreaming strategy for the AADMER Work Programme 2021–2025, in line with the ASEAN Community Vision 2025 and the ASEAN Gender Mainstreaming Strategic Framework (AGMSF).⁸

1.2 Objectives of the ASEAN Regional Framework on Protection, Gender, and Inclusion in Disaster Management 2021–2025

The ASEAN Regional Framework on Protection, Gender, and Inclusion in Disaster Management 2021–2025 aims to establish a common vision for promoting PGI in disaster management in the ASEAN region, in line with One ASEAN One Response.

The Framework aims to support the implementation of the AADMER Work Programme 2021–2025 and other regional declarations and plans by:

- Consolidating regional commitments across sectors on target actions for achieving inclusive disaster management;
- Identifying entry points for collaboration between NDMOs and other organizations working on gender and social inclusion issues;
- Supporting AMS in setting priorities, indicators, and targets for measuring progress in PGI at the national level, while establishing indicators and a baseline for measuring progress at the regional level.

The primary target audience of this framework are ASEAN sectoral bodies and NDMOs and organizations working on gender and social inclusion issues at the national level, while also serving as a reference for development and humanitarian partners including the UN and civil society partners. Given that each AMS has their own unique demography and landscape, the Framework serves as a reference for the AMS to consider action that could be taken, where applicable and appropriate, in accordance with the context and stage of development of each AMS.

1.3 Key ASEAN Agreements, Commitments, and Plans

In support of the achievement of the ASEAN Agreement on Disaster Management and Emergency Response (AADMER), ASEAN Vision 2025 on Disaster Management, and the ASEAN Declaration on One ASEAN One Response, the development of the ARF-PGI was guided primarily by the following ASEAN agreements:

a) ASEAN Agreement on Disaster Management and Emergency Response (AADMER) (2009) & the AADMER Work Programme 2021–2025 (2020)

As the key binding regional agreement, the AADMER serves as the policy backbone for ASEAN. In regional cooperation, coordination, technical assistance, and resource mobilization in all aspects of disaster management and emergency response. It also serves as the legal basis for its primary instrument of operationalization, the AADMER Work Programmes.

Adopted in November 2020, the AADMER Work Programme 2021–2025 is the latest iteration

and takes progressive approaches to gender and social inclusion mainstreaming in regional disaster plans. It aims to inculcate a whole-of-society approach in disaster management that leaves no one behind by recognising the key roles and unique needs of the communities, especially those that are most affected during disasters including women, children, youth, elderly, the poor and people with disabilities as well as other vulnerable groups, and adopting clear and measurable outputs and activities relating to gender and protection. The Work Programme mainstreams and also takes a targeted approach to gender and social inclusion through Priority Programme 2 on Prevention and Mitigation, Sub-Priority 2.5 on vulnerable groups and CBDRM. Under this sub-priority, Output 2.5.3 seeks to strengthen cross-sectoral coordination on social inclusion in disaster management through establishing a new TWG-PGI co-chaired by the ACDM Working Group on Prevention and Mitigation (WG P&M) co-chairs and the ACW.

Under the ambit of the TWG-PGI, the development of this Framework contributes to the achievement of the guiding principles set out in the AADMER Work Programme 2021–2025 for disaster management in the region by:

AADMER Guiding Principle	Framework development
Institutionalization, Localization, and Communication	The Framework aims to support countries in systematically setting priorities, indicators, and targets for inclusive disaster management, while also enhancing regional disaster risk governance.
Finance and Resource Mobilization	The Framework supports full implementation of the AADMER Work Programme 2021–2025 by supporting in delineating complementary roles and responsibilities, including tapping on both traditional and non-traditional resources in disaster management.
Gender and Social Inclusion	By institutionalizing a regional approach on PGI, the development and implementation of the Framework will demonstrate ACDM leadership in application of the AGMSF.
Multi-Hazards Approach	The Framework takes a multi-hazard approach, covering natural or manmade hazards as well as related environmental, technological, and biological hazards and risks. It furthermore links not only to the ASEAN Comprehensive Recovery Framework (ACRF) and its Implementation Plan to address the COVID-19 crisis but also to complementary work in areas such as Women, Peace, and Security.
Innovation	Following the leadership of AMS such as Viet Nam in championing the development of the Ha Noi Recommendations for Action on Gender and Disaster Risk Reduction, the development of the Framework demonstrates innovative practices from ASEAN in advancing PGI, and promotes ASEAN as a leader in inclusive approaches to disaster management.
Partnership	The framework supports the development of stronger multi-stakeholder partnership mechanisms across sectors, and with diverse actors from government, UN, Red Cross Red Crescent, and civil society organizations (CSOs), in particular CSO networks representing marginalized groups, by identifying key entry points for collaboration in the areas of PGI.
Synergy	In addition to alignment with ASEAN regional agreements and commitments, the Framework also aligns with global frameworks and regional priorities, including the Sendai Framework and the Asia Regional Plan for Implementation of the Sendai Framework.



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b) ASEAN Declaration on One ASEAN One Response (2016)

The ASEAN Declaration on One ASEAN One Response: ASEAN Responding to Disasters as One in the Region and Outside The Region, signed in 2016, confirms that AADMER is the main regional policy backbone and common platform for the implementation of One ASEAN One Response, and affirms the AHA Centre as the primary ASEAN regional coordinating agency on disaster management and emergency response. The One ASEAN One Response aims to achieve faster response, mobilise greater resources, and establish stronger coordination to ensure ASEAN’s collective response to disasters.

c) ASEAN Vision 2025 on Disaster Management (2016)

The ASEAN Vision 2025 on Disaster Management is a strategic policy document that identifies three mutually-inclusive strategic elements – Institutionalisation and Communications, Finance and Resource Mobilisation, and Partnerships and Innovations – to move the implementation of AADMER forward to a people-centred, people-oriented, financially sustainable, and networked approach by 2025. The document proposes to position ASEAN as a pioneer in transforming the disaster management landscape in the Southeast Asia region and beyond, and strengthen its leadership to maintain ASEAN Centrality. The document furthermore notes that the “centre of the humanitarian initiative will ensure gender equality and empowerment for women, girls, the youth, and children so that they can act as agents of their own response.”

d) ASEAN Declaration on Gender-Responsive Implementation of the ASEAN Community Vision 2025 and Sustainable Development Goals (2015) & the ASEAN Gender Mainstreaming Strategic Framework (AGMSF) (2021)

The ASEAN Declaration on Gender-Responsive Implementation of the ASEAN Community Vision 2025 and Sustainable Development Goals, adopted in 2015, reaffirms the commitments of individual AMS to CEDAW, the CRC, and the CRPD.

Following the adoption of the Declaration, and the convening of the Senior Officials Conferences on Gender Mainstreaming in the ASEAN Political Security Community (APSC), Economic Community, and Socio-Cultural Community (ASCC), ASEAN sectoral bodies expressed the need for an overarching framework to guide their efforts in mainstreaming gender perspectives in their areas of work. Subsequently, the ACW and ASEAN Commission on the Promotion and Protection of the Rights of Women and Children (ACWC) developed the AGMSF. The strategic framework is intended to serve as a tool for AMS and ASEAN to achieve gender equality goals, to communicate ASEAN’s commitments and deliverables, and identify the responsible bodies and entities for its roll-out while giving due recognition and consideration to the current institutional arrangements and structures within ASEAN.

e) ASEAN Enabling Masterplan 2021–2025: Mainstreaming the Rights of Persons with Disabilities (2018)

Adopted at the 33rd ASEAN Summit in 2018, the ASEAN Enabling Master Plan 2021–2025 contributes to the enhancement of the implementation of the CRPD at regional level, building an inclusive community where independence, freedom of choice, and full and effective participation of persons with disabilities in all areas of life are realised and sustained. The Enabling Masterplan furthermore aims to achieve equality and high quality of life for persons with disabilities, their family members, personal assistants and caregivers, where applicable.

In line with the Sendai Framework for Disaster Risk Reduction (SFDRR) calling for disability-inclusive response to and recovery from disasters, the Enabling Masterplan outlines key actions to be taken across ASEAN sectoral bodies to protect the rights of persons with disabilities before, during, and after disasters.

f) The Declaration on the Elimination of Violence Against Women and Violence Against Children in ASEAN (2013) & ASEAN Regional Plan of Action on the Elimination of Violence Against Women (2016)

Noting that the elimination of violence against women (EVAW) in ASEAN requires a sustained and coordinated set of actions and investments, the ASEAN Regional Plan of Action (RPA) on EVAW was developed and adopted in 2016 with the objectives of:

- For ASEAN to institutionalize EVAW policies and sustained support across pillars and sectors; and
- For each AMS to have effective prevention and protection services supported by national EVAW legal frameworks and institutional mechanisms.

The RPA on EVAW recognizes that diverse groups of women, including women living in disaster or conflict-affected and conflict-vulnerable areas and refugee and displaced women, suffer from discrimination and violence, making them especially vulnerable to violence. As a key action to address these forms of discrimination, the RPA calls for the incorporation of the prevention of and response to all forms of violence against women (VAW) in the planning and delivery of DRR programmes and protocols, as well as in all humanitarian responses.

g) ASEAN Regional Plan of Action on the Elimination of Violence Against Children (2016)

Building on the ASEAN Declaration on EVAW and the Elimination of Violence Against Children (EVAC) adopted in 2013, the ASEAN RPA on EVAC was developed as a 10-year roadmap for the 10 AMS to protect children from violence and respond to the needs of children. The RPA defines examples of children potentially vulnerable or exposed to violence as including children living in emergencies.

h) ASEAN Comprehensive Recovery Framework and its Implementation Plan (2020)

The ACRF, adopted by AMS in November 2020, articulates the ASEAN response to the COVID-19 pandemic through the different stages of recovery, and serves as the consolidated exit strategy for the crisis. Notably, the ACRF prioritizes the mainstreaming of gender equality throughout recovery, and highlights the advancement of the region towards a more sustainable and resilient future as a key strategy.

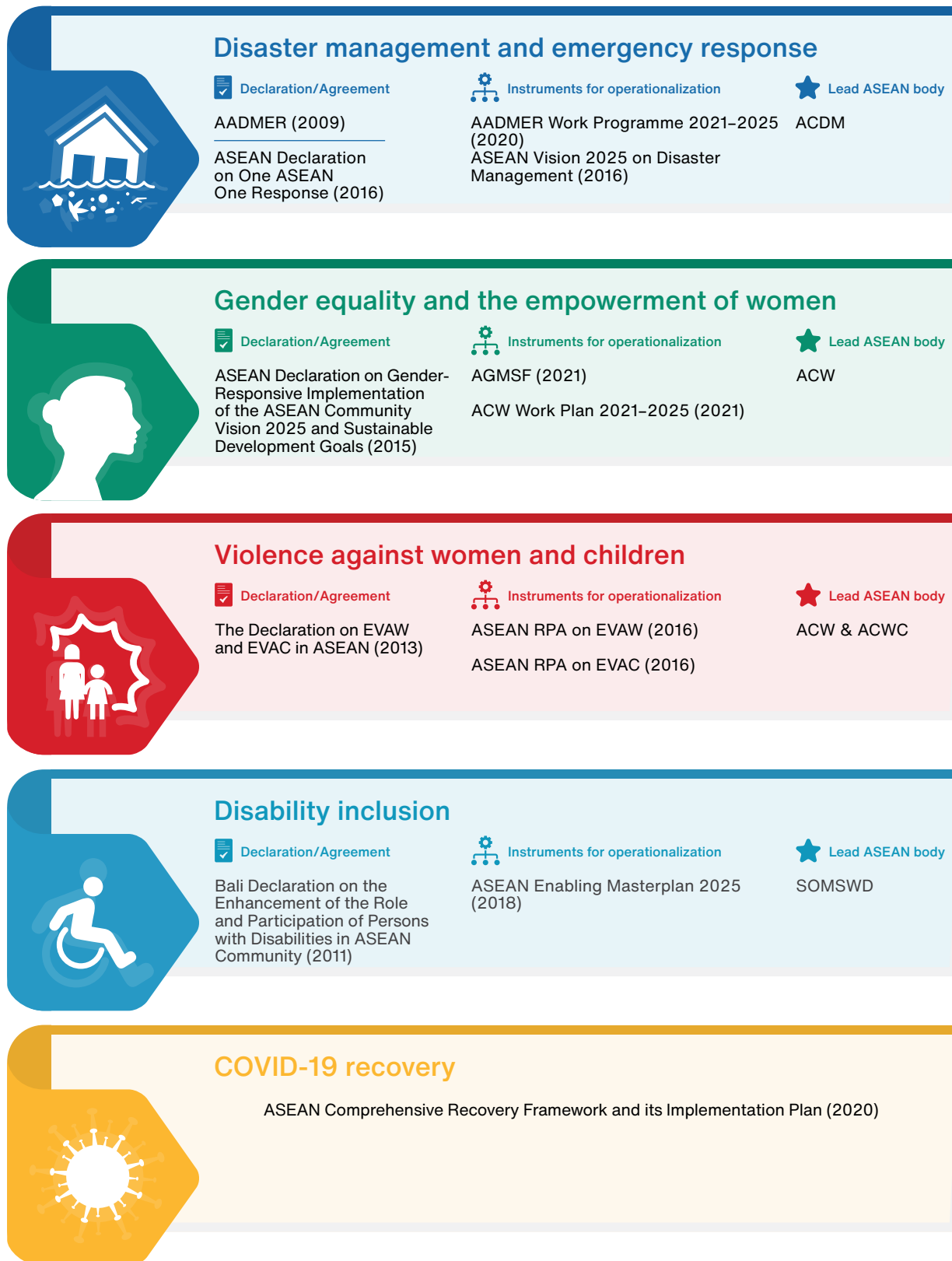
i) ASEAN Committee on Women Work Plan 2021–2025 (2021)

The ACW Work Plan 2021–2025 identifies gender-responsive climate and disaster resilience as a priority area, with the vision of: “In 2025, the resilience of women and girls to address and mitigate socio-economic impacts of climate change, disaster, and infectious disease has improved, their agencies in disaster preparedness are reinforced, and engaged in disaster risk reduction (DRR), response, and recovery.” This vision is implemented through three mutually reinforcing outcomes:

- Gender dimensions of disaster risk and gender differentiated expressions of vulnerability and exposure to threats as well as gender differentiated recovery needs are understood
- Regional and national disaster risk reduction and management (DRRM) policy and recovery management are gender-responsive and appropriately resourced
- Women’s meaningful involvement in designing, managing, and implementing of climate change and DRRM and recovery is enhanced

Figure 1

Summarizing relevant ASEAN agreements, declarations and plans on PGI



Beyond the regional agreements, declarations and plans highlighted at Figure 1, the development of the Framework also draws upon the work of sectoral bodies advancing disaster-resilient approaches to inclusion in development, as marked by other regional commitments such as the ASEAN Declaration on Institutionalising the Resilience of ASEAN and its Communities and People to Disasters and Climate Change, ASCC Blueprint 2025, ASEAN Declaration on Culture of Prevention for a Peaceful, Inclusive, Resilient, Healthy and Harmonious Society, ASEAN Declaration on the Strengthening of Adaptation to Drought, ASEAN Joint Statement on Women, Peace, and Security, and the ASEAN Declaration on Strengthening Social Protection.

The development and implementation of this Framework furthermore affirms the commitments made in the ASEAN-UN Plan of Action (ASEAN-UN POA) 2021–2025, which calls for gender mainstreaming as a cross cutting priority, and recognizes women’s leadership and participation as keys for COVID-19 response and recovery. Similarly, it reflects the key commitments made in the ASEAN-UN Joint Strategic Plan of Action for Disaster Management (JSPADM) 2021–2025, which affirms that projects implemented under that Plan will be informed by gender analysis and the collection and use of gender, age, and disability disaggregated data, take a twin-track approach to gender and social inclusion, and promote the leadership and meaningful engagement of those most affected by disasters.



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1.4 Relevant ASEAN Initiatives on Protection, Gender, and Inclusion in Disaster Management

At the regional level, key initiatives by the ACDM and other sectoral bodies to address PGI in disaster management include:

- **The responsibility to prevent and respond to sexual and gender-based violence in disasters and crises** (2017), developed as a research collaboration between the IFRC and the ACDM, details how local and international governments, humanitarian organizations, and communities can better prevent and respond to increased risks of sexual and GBV after disasters in three Southeast Asian countries.
- **Women in Natural Disasters: Indicative Findings in Unraveling Gender in Institutional Responses** (2018) was developed as a thematic study by the ASEAN Intergovernmental Commission on Human Rights (AICHR), which compiled policies and practice on women's protection in disasters, and documented good practices in gender mainstreaming in disaster response.
- **ASEAN Guidelines on Disaster-Responsive Social Protection** (2020) were developed as a joint initiative between ASEAN, the Asia Development Bank, and UN agencies, led by the Food and Agriculture Organization (FAO) of the United Nations. The Guidelines aim to enhance the capacity of AMS to design and implement social protection programmes that can also deliver disaster response and help vulnerable households build resilience to shocks and stresses.
- **Workshop on Protection, Gender, and Inclusion in Disaster Management in ASEAN** (2021): The workshop was held in January 2021 with participation of the ACDM, ACW, SOMSWD, and the AHA Centre, and technical support from the IFRC and UN Women. The workshop identified the development of policies, strategies, and guidance as the first priority for action for the TWG-PGI, and further recognized that regional approaches to PGI would build upon existing efforts at the national level by AMS in their leadership in diverse areas such as engendering disaster statistics, coordinated approaches to gender and climate resilience, and strengthening institutional capacity for gender mainstreaming in disaster management.
- **Virtual Road Trip on PGI in Disaster Management** (2021) organized under the TWG-PGI by the ASEAN Secretariat and UN Women, was a virtual capacity-building initiative comprised of five sessions serving as a platform to familiarize participants with key international and regional commitments in PGI, enable the exchange of good practices and lessons learned, and introduce them to ASEAN partners in this area, including UN, Red Cross Red Crescent, and civil society partners.
- **Strengthening Social Protection during Emergencies for Vulnerable Groups (Including Children, Women, and Persons with Disabilities) through Capacity Building and Certification of ASEAN in Disaster Management**: This upcoming initiative, under the SOMSWD Work Plan 2021–2025, aims at improving social protection systems that will address the needs of the most vulnerable sectors affected by disasters, including the pandemic.

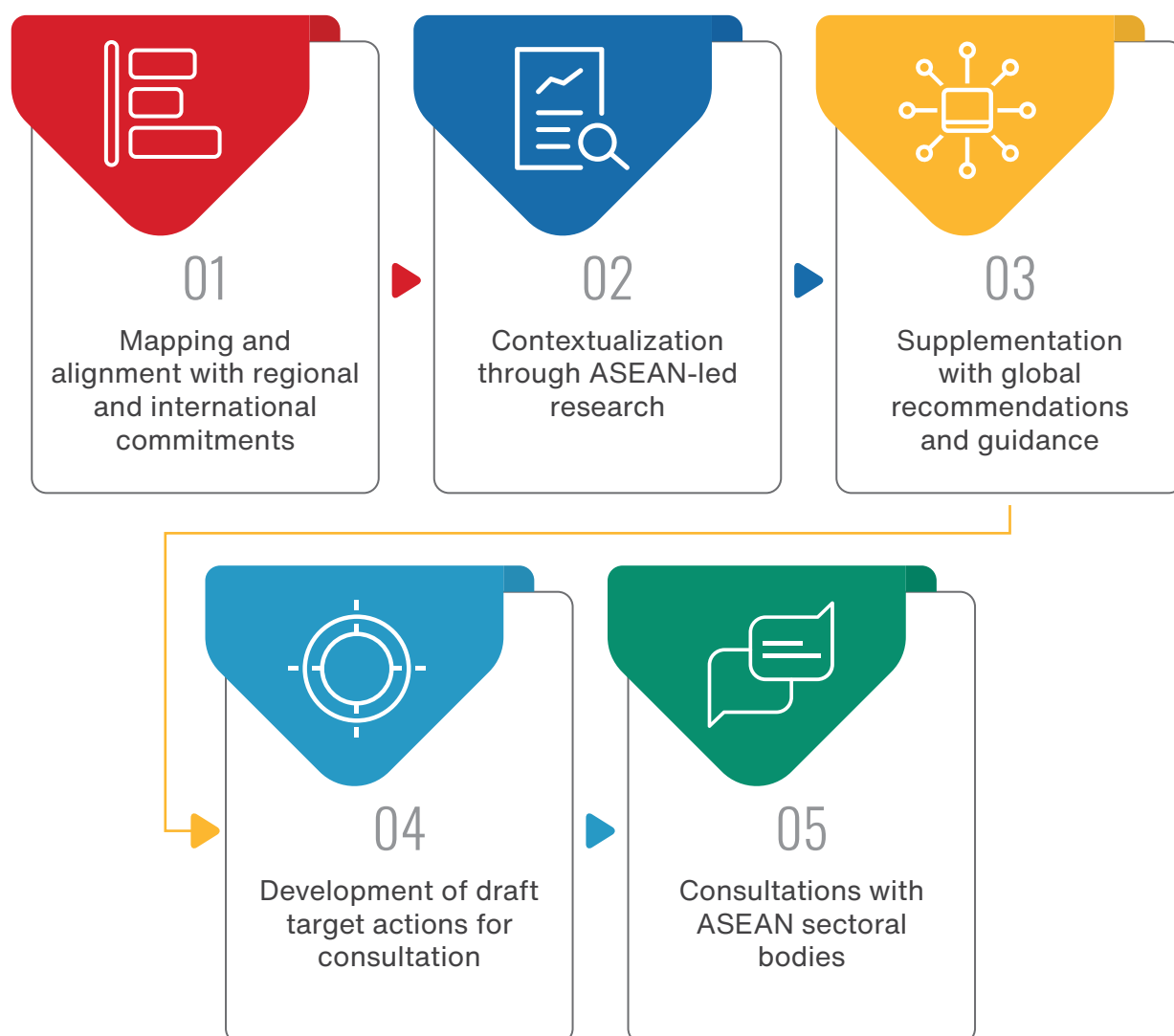
2. ASEAN REGIONAL FRAMEWORK ON PROTECTION, GENDER, AND INCLUSION IN DISASTER MANAGEMENT 2021–2025

2.1 Development of the Framework & Target Actions

The development of the ARF-PGI took the following methodology:

Figure 2

Methodology for development of the Regional Framework on PGI in Disaster Management



2. ASEAN REGIONAL FRAMEWORK ON PROTECTION, GENDER, AND INCLUSION IN DISASTER MANAGEMENT 2021-2025

1) Mapping and alignment with regional and international commitments:

Under the broad umbrellas of the ASCC Blueprint and the AADMER Work Programme 2021-2025, existing commitments relevant to PGI in disasters were mapped across regional and international declarations, plans, and frameworks, with the core commitments that form the foundation of each target action drawn from the following documents:

ASEAN Socio-Cultural Community Blueprint 2025			
AADMER Work Programme 2021-2025			
	Pillar 1: Protection	Pillar 2: Gender	Pillar 3: Inclusion
ASEAN Declarations, Plans, and Frameworks	<ul style="list-style-type: none"> ■ The Declaration on EVAW and EVAC in ASEAN ■ ASEAN RPA on EVAW ■ ASEAN RPA on EVAC 	<ul style="list-style-type: none"> ■ ASEAN Declaration on the Gender-Responsive Implementation of the ASEAN Community Vision 2025 and Sustainable Development Goals ■ AGMSF 	<ul style="list-style-type: none"> ■ ASEAN Enabling Masterplan 2021-2025 ■ Kuala Lumpur Declaration on Ageing: Empowering Older Persons in ASEAN
Global commitments	<ul style="list-style-type: none"> ■ The UN Convention on the Rights of the Child (CRC) ■ CEDAW 	<ul style="list-style-type: none"> ■ CEDAW 	<ul style="list-style-type: none"> ■ CRPD
	<ul style="list-style-type: none"> ■ Sendai Framework for DRR 2015-2030 ■ Paris Agreement on Climate Change ■ Asia Regional Plan for Implementation of the Sendai Framework (2018-2020) 		



2) Contextualization through ASEAN-led research

The core commitments drawn from the relevant ASEAN and international declarations and plans were further contextualized and refined through the recommendations from research conducted by ASEAN sectoral bodies, including the ASEAN Gender Outlook (2021)⁹, ASEAN Disaster Resilience Outlook (2021)¹⁰, The responsibility to prevent and respond to sexual and GBV in disasters and crises (2017)¹¹, and Women in Natural Disasters: Indicative Findings in Unravelling Gender in Institutional Responses (2018).¹²

3) Supplementation through global guidance and recommendations

Where gaps remained, the framework development drew upon regional and global guidance and recommendations on PGI in disasters, including the Inter-Agency Standing Committee (IASC) guidance on gender equality, GBV in emergencies, child protection in emergencies, disability inclusion, and the engagement of youth and children in humanitarian action.

4) Development of draft target actions

Based on the above steps, draft target actions were developed under each pillar to identify the target actions to be taken to promote PGI in disaster management.

Each target action in the Framework in Section 2.2 is footnoted to connote its status as being exact language from regional or global commitments, or as being language adapted from these regional or global commitments, or drawing on contextualization from ASEAN-led research or guidance documents.

5) Consultations with ASEAN sectoral bodies

In addition to the initial consultation with the TWG-PGI on the overall conceptualization and outline of the Framework in Feb 2021, the Framework and proposed target actions underwent written consultations and inputs with the ACDM WG P&M, the ACW, SOMSWD, the ACWC, and the AICHR in September 2021, followed by consultation with the ACDM.



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2.2 Framework of Target Actions

Type of intervention ¹³	Protection	Gender	Inclusion
Cross-cutting	Institutionalize the leadership of women, children, youth, elderly, the poor and people with disabilities in disaster preparedness, response, and recovery, and promote full and equal participation in decision-making. ¹⁴		
Development of studies and assessments	<ul style="list-style-type: none"> Undertake safe and ethical research, data collection and analysis on protection risks in disasters and crises, including GBV and violence against children to support the formulation and effective implementation of laws, policies and programmes.¹⁵ 	<ul style="list-style-type: none"> Collect, analyse and use gender, age and disability disaggregated data to inform DRR and response strategies, development and implementation of disaster management programmes, and ensure that unique needs are met.¹⁶ Conduct gender analysis, including its intersections with age and disability in relation to protection risks, unpaid care work, livelihood activities and health risks, to inform all disaster management policies and programmes.¹⁷ 	<ul style="list-style-type: none"> Support an effective coordination mechanism among ASEAN sectoral bodies, national statistics ministries/institutions, and local communities that will focus on gathering and disseminating reliable, coherent, and comprehensive statistics on persons who are often greatly affected in disaster situations such as children, women, elderly/older persons, and persons with disabilities to ensure that informed decisions on effective allocation of disaster preparation resources is made.¹⁸
Development of strategies, guidelines, and policies	<ul style="list-style-type: none"> Incorporate the prevention of and response to all forms of GBV and violence against children into the planning and delivery of DRR programs and protocols as well as in all humanitarian response.¹⁹ Develop strategies and undertake actions to protect children and ensure their safety, health and well-being in disasters.²⁰ Develop and implement strategies and Codes of Conduct to prevent all forms of GBV, sexual exploitation, abuse, and harassment.²¹ 	<ul style="list-style-type: none"> Mainstream a gender perspective, including targeted actions and investments, in the formulation and implementation of all policies, plans, and programmes on disaster management and emergency response.²² 	<ul style="list-style-type: none"> Ensure alignment of national and local disaster management laws, policies, plans, and programs with international and regional DRR and resilience frameworks to foster a more disability inclusive and disaster resilient environment that anticipate, respond, cope, and adapt to disasters.²³ Develop disability inclusive disaster resilience plans such as risk assessments, emergency response plans, and recovery and rehabilitation plans, and allocate resources, and ensure active involvement of persons with disabilities, particularly children, women, youth and elderly/older persons.²⁴
Capacity building	<ul style="list-style-type: none"> Build the capacity of disaster responders to be able to prevent and respond to GBV in all aspects of DRRM.²⁵ 	<ul style="list-style-type: none"> Develop and/or strengthen gender-responsive training programs on disasters and emergencies (including health emergencies), crisis preparedness, response, recovery, and rehabilitation.²⁶ Document and exchange good practices on gender-responsive disaster risk management, in particular on the role and leadership of women and other vulnerable groups.²⁷ 	<ul style="list-style-type: none"> Promote the sharing of good practices and lessons learned on DRR to build on those and other innovative measures in creating disability inclusive disaster management plans, programmes, and procedures.²⁸ Conduct trainings and capacity building activities for local, national, and community emergency response managers, and first responders.²⁹

2. ASEAN REGIONAL FRAMEWORK ON PROTECTION, GENDER, AND INCLUSION IN DISASTER MANAGEMENT 2021-2025

Type of intervention	Protection	Gender	Inclusion
Partnership development/strengthening	<ul style="list-style-type: none"> Establish and maintain coordination between disaster management and protection mechanisms that results in timely, concrete action to mitigate risks, and prevent and respond to GBV and violence against children.³⁰ Establish and strengthen partnerships at international, regional, national, local and community levels, including with women's organisations, civil society, community-based organisations and individuals, academia, and private entities to address protection risks, including GBV and violence against children in disasters.³¹ 	<ul style="list-style-type: none"> Leverage existing mechanisms to strengthen partnerships with women's groups and organizations in joint efforts to promote gender-responsive disaster management.³² 	<ul style="list-style-type: none"> Establish a network of disability and human rights professionals among emergency response managers and responders, and consult network of organisations of persons with disabilities in the planning, implementation, and evaluation of policies and programs on disaster and emergency preparedness.³³
National service provision	<ul style="list-style-type: none"> Ensure comprehensive survivor-centred support services for GBV are available and accessible, including health, psycho-social, legal and safety services, and support before, during and after disasters.³⁴ Ensure the accountability of duty-bearers on VAW incidents that occur during or after situations of conflict, disasters and situations of unrest through legal and judicial process and transitional justice mechanisms and with the full and effective participation of women in such processes as well as ensuring that victims/survivors are able to access redress, reparations and other remedies.³⁵ Identify and assess child protection risks in disasters, and develop strategies and undertake actions to address all forms of violence, abuse, exploitation and harm.³⁶ Identify risks and undertake actions to prevent trafficking and to support the safety and dignity of victims of trafficking to ensure that they are treated humanely and with dignity, and have access to humanitarian assistance before, during and after disasters.³⁷ 	<ul style="list-style-type: none"> Strengthen the design and implementation of inclusive policies and social safety-net mechanisms, including through community involvement, integrated with livelihood enhancement programmes, and access to basic health-care services, including maternal, newborn and child health, sexual and reproductive health.³⁸ Provide opportunities for women's engagement in post disaster recovery efforts and implement targeted recovery measures and long-term rebuilding efforts at enhancing gender equality and women's empowerment (e.g. credit facilities, special loan agreement for women for rebuilding their livelihoods).³⁹ 	<ul style="list-style-type: none"> Ensure that persons with disabilities have access to disability inclusive national, local, and community level public offices, facilities, equipment, and relevant resources used in emergency situations.⁴⁰ Promote rights-based/needs-based and life-cycle approach and eliminate all forms of maltreatment on the basis of old age and gender through equitable access to public services, income generation, health care services, and essential information, as well as preventive measures, legal protection, and effective support system in disasters.⁴¹

2.3 Regional Indicators for Progress

Pillar	Existing ASEAN Indicators	Source
Protection	Number of AMS with coordination mechanisms at national and local levels that prevent and respond to VAW in disasters and conflict situations.	Adapted from ASEAN RPA on EVAC (Action 6 indicator)
	Number of AMS with coordination mechanisms at national and local levels that prevent and respond to VAC in disasters and conflict situations.	ASEAN RPA on EVAC (Action 6 indicator)
Gender	Increased number of collaborations and partnerships between multi-sectoral groups and ASEAN to collaborate on concrete DRR for climate change adaptation, gender and social inclusion-related actions	AADMER Work Programme 2021-2025 (key performance indicator 26)
	Increased collection and utilisation of disaggregated data, at least by gender, age and disability, to inform the development of disaster management programmes	AADMER Work Programme 2021-2025 (key performance indicator 11)
	Increased number of initiatives, including programmes, studies/research, development of guidelines and training modules, that integrates gender and social inclusion components	AADMER Work Programme 2021-2025 (key performance indicator 41)
	Increased number/percentage of AMS implementing adaptive Social Protection to reduce vulnerabilities in times of climate change related crises, disasters and other environmental changes	ASCC Blueprint (Indicator 16)
Inclusion	Availability of disability-inclusive DRR plans	ASCC Blueprint (Indicator 21)

3. OPERATIONALIZING THE FRAMEWORK



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3.1 Regional mechanisms for implementation, monitoring, and evaluation

The Framework serves as the main PGI strategy to all ACDM Working Groups in the implementation of the AADMER Work Programme 2021-2025, as well as other ASEAN sectoral bodies in cross-sectoral collaborations to address issues in the context of disaster management.

The TWG-PGI is tasked with the monitoring of PGI commitments in humanitarian action and DRR in ASEAN, with technical support from the ASEAN Secretariat and UN Women, and will focus on the following objectives between 2021-2025:

- Promote and provide technical support to all ACDM working groups and other ASEAN actors working towards the achievement of gender equality, elimination of violence against women, and protection and empowerment of everyone at risk in disasters;
- Identify and advance concrete opportunities to implement PGI actions with diverse and relevant stakeholders in line with this Framework; and

- Consolidate annual progress reports against the Framework to the ACDM, including to inform the Mid-Term Review and Final Evaluation of the AADMER Work Programme 2021-2025.

All progress reports will also contribute towards the monitoring and reporting of the AGMSF.

3.2 National mechanisms for implementation

Recognizing the diversity of contexts within the ASEAN region, the Framework offers AMS with a range of options to design country-specific interventions in line with national and local contexts. The Framework is accompanied by a guidance document to be launched in 2022 which will enable AMS to fully utilize this Framework by:

- 1) Completing a self-guided prioritization exercise;
- 2) Developing a national action plan that designates roles and responsibilities of actors at the national and local levels; and
- 3) Referencing the guidance document as a source for suggested actions, tools, and good practice case studies from within the region.



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- 13 The type of intervention follows the types laid out in the AADMER Work Programme 2021-2025, with an additional category for national service provision.
- 14 Adapted language: AADMER Work Programme 2021-2025, pp5, 2.5.2; ASEAN Declaration on the Gender-Responsive Implementation of the ASEAN Community Vision 2025 and Sustainable Development Goals, art (F); ASEAN RPA on EVAC (2016), s 63; ASEAN Enabling Masterplan 2025, APSC 7.3, 22; SDG 5.1, 13 (b), Asia RPA on Sendai (2018-2020), s 3.2.
- 15 Adapted language: ASEAN Declaration on ERAW and EVAC, art 6; ASEAN RPA on ERAW, s 47; ASEAN RPA on EVAC, s 47.
- 16 Adapted language: ASEAN Declaration on the Gender-Responsive Implementation of the ASEAN Community Vision 2025 and Sustainable Development Goals, art (B); AADMER Work Programme 2021-2025, Output 1.1; ACW Work Plan 2021-2025.
- 17 Adapted language: ASEAN Declaration on the Gender-Responsive Implementation of the ASEAN Community Vision 2025 and Sustainable Development Goals, art (D); ACW Work Plan 2021-2025.
- 18 Exact language: ASEAN Enabling Masterplan 2025 APSC Action Point 16, contributes to AADMER Work Programme 2021-2025 key performance indicators 11 and 26.
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- 23 Exact language: ASEAN Enabling Masterplan 2025, ASCC Action Point 20.
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- 25 Adapted language: ASEAN RPA on EVAW (2016), s 38; ASEAN RPA on EVAC (2016), s 4.
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- 35 Exact language: ASEAN RPA on EVAW, Action 3(36).
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