

Good Practice Note: Gender-Based Violence (GBV) Mitigation in Post-Disaster Contexts – Lessons Learned from Central Sulawesi



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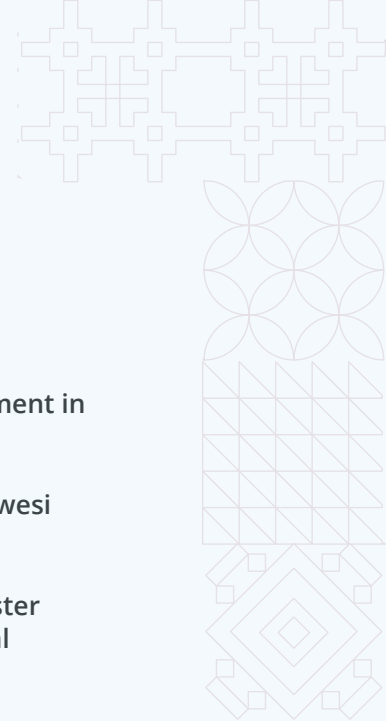
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Table of Contents



01	Executive summary	07	Disasters and GBV
03	Key takeaways and lessons learned	08	Disaster risk management in Indonesia
04	Timeline of CSRRP and GBV mitigation activities	09	The 2018 Central Sulawesi disaster
06	Glossary of relevant terms	10	World Bank post-disaster engagement in Central Sulawesi
07	Purpose of this Note	11	Box 1. The Central Sulawesi Rehabilitation and Reconstruction Project – project background
07	Context		
07	Gender dynamics of disaster risk management		

Laying the groundwork for CSRRP GBV mitigation:

13	The Environmental and Social Management Framework (ESMF) as a risk mitigation framework
14	Box 2. Applying the World Bank's Environmental and Social Framework (ESF) and Environmental and Social Standards (ESS)
14	Project GBV Strategy and Action Plan
15	Box 3. GBV programming beyond sexual exploitation, abuse, and harassment mitigation
16	Box 4. A survivor-centered approach to empower survivors
16	Terms of Reference for preventing and handling GBV and VAC
17	Capacity building for project stakeholders
18	Box. 5 – Gender audits of public infrastructure and facilities
19	The Ministry of Public Works and Housing's CSRRP Gender Action Plan

Operationalizing the groundwork

20	The importance of bid documents
20	Training and outreach as a core priority
23	Community led engagement
24	Operating an integrated GBV reporting and case handling mechanism
26	Institutionalizing GBV mitigation efforts between government offices
26	Incorporating gender considerations in infrastructure planning and design
27	Box. 6 – “Building Back Better and More Inclusive”
28	Key takeaways and lessons learned
30	Next steps
31	Additional resources relevant to addressing GBV in DRM projects

Executive Summary

Women, girls, boys, and men face different levels of exposure and vulnerability to natural hazards, driven by gender dynamics and pre-existing inequalities in society. Women and girls are disproportionately affected by natural disasters across many outcomes, including loss of livelihoods, limited mobility, and lack of access to reproductive health services and sanitation facilities. In many post-disaster settings, gender-based violence (GBV) is also exacerbated. GBV traumatizes survivors and their families, and undermines the resilience of individuals and societies, making it harder to recover and rebuild. Failure to consider underlying gender inequalities, including GBV drivers and consequences, in the design and implementation of disaster risk management (DRM) programs is likely to render DRM support less effective.

This note documents good practices to prevent, mitigate, and respond to GBV in post-disaster contexts, utilizing the World Bank-financed Central Sulawesi Rehabilitation and Reconstruction Project (CSRRP – P169403) as a case study. In September 2018, Central Sulawesi was struck by a series of natural disasters, which caused over 4,400 lives to be lost and whole neighborhoods destroyed. The disaster exacerbated pre-existing gender inequalities and created new ones, including new GBV risks. In the immediate aftermath of the disaster, local government offices and GBV service providers recorded and responded to cases of rape, sexual harassment, child marriage, and other forms of violence in temporary settlements across the impacted regions. When the COVID-19 outbreak

was declared a pandemic in March 2020, many of the disaster-affected population were still living in temporary settlements. The impacts of the pandemic further heightened GBV risks, especially for women and girls living in these settlements.

The World Bank responded to the Government of Indonesia's (GoI) request for support by channeling existing project financing and launching accelerated emergency recovery operations. The CSRRP is supporting targeted communities to reconstruct housing settlements and strengthen public facilities to bolster resilience against future disaster events.¹ Equipped with evidence from other post-disaster contexts, gender-inclusive planning and GBV risk mitigation were incorporated from the outset of CSRRP project design. Project preparation incorporated gender analysis to identify inequalities specific to the context of the Central Sulawesi disaster, such as differentiated constraints and challenges faced by women and men, and GBV risks in the DRM sector more broadly. Women's limited access to property and land tenure, lack of access to post-disaster reconstruction job opportunities, and limited ability to participate in public forums were identified as prevailing issues that could also impact GBV risk. In response, the project design set out clear actions to narrow the identified gaps.

The CSRRP has utilized a GBV risk mitigation approach that focuses both on implementing actions to prevent the occurrence of project-related GBV cases and establishing a survivor-centered case-handling mechanism to respond to cases if they

¹ The Indonesia Disaster Resilience Initiatives Project (P170874) is also supporting the government of Indonesia to strengthen multi-hazard early warning systems and emergency preparedness, learning from the Central Sulawesi disaster event.

arise. Laying the groundwork for GBV risk mitigation involved the project's implementing agency applying the World Bank's Environmental and Social Framework (ESF) and preparing several project-specific instruments, including the Environmental and Social Management Framework (ESMF). The ESMF includes a dedicated GBV Strategy and Action Plan that identifies GBV trends and risks in Central Sulawesi; documents the existence of local GBV service providers; and outlines implementing arrangements and mitigation measures, including training for project stakeholders, awareness-raising initiatives for local communities, and provisions for monitoring and reporting. The CSRRP's Feedback and Grievance Redress Mechanism (FGRM) and GBV Response Protocol set out a survivor-centered mechanism for receiving complaints and responding to GBV incidents.

From an early stage, the project sought to build the capacity of stakeholders, including through a gender inclusion workshop that encompassed training on conducting gender audits of public infrastructure. The workshop informed the creation of the Ministry of Public Works and Housing's (MoPWH) CSRRP Gender Action Plan (GAP). The GAP further establishes an operational framework for implementing targeted activities to close identified gaps and increase universal accessibility by ensuring settlements and public facilities are constructed in line with the needs of people of all genders, ages, and abilities.

In operationalizing the groundwork for GBV risk mitigation, contractors' bid documents were required to include specific budget provisions for GBV mitigation. Training for all stakeholders has been a central tenet of the project's GBV mitigation strategy, with subject matter experts and local GBV service providers delivering comprehensive but accessible materials to all project workers. Regular outreach and field trips by project GBV specialists have further served to build and maintain important communication channels and rapport with workers. GBV specialist consultants have also ensured that local communities are aware of the mitigation and referral mechanisms. Under the CSRRP, there are 26 teams of community facilitators who work in

disaster-affected areas, engaging with members of the community to disseminate information about the project and field any complaints that arise. These facilitators have received training on GBV risk mitigation and play an important role in disseminating information about GBV. For awareness raising, a simple but effective intervention has been local-language posters conveying GBV prevention messaging and explaining how individuals can report cases of violence at project sites.

As of September 2022, no GBV cases involving CSRRP project personnel have been reported, a fact that project stakeholders largely attribute to the success of the training and outreach program. Some cases of non-project related GBV occurring in the wider community have been reported via the project's established FGRM and GBV Response Protocol. In these cases, support is being provided to the survivors and case resolution, either through legal or non-litigation channels, is being pursued. A comprehensive case-handling framework consisting of three interlinked stages has been established. Provincial- and district-level Women's Empowerment and Child Protection (DP3A) offices play a central role in this system, which also encompasses a wide network of specialized service providers to maximize survivors' access to all needed services. In accordance with the CSRRP's survivor-centered approach, the survivor's identity and case information are kept confidential, and the mechanism ensures that survivors are accompanied by the project's GBV specialist throughout the process.

A cross-agency Cooperation Agreement between central and provincial government offices has been drafted to institutionalize government cooperation on GBV and gender mainstreaming. It aims to build synergy and collaboration, define stakeholder roles, and strengthen communication and coordination frameworks. Engaging local experts and communities on infrastructure design and integrating universal accessibility features in settlement site plans has been another key strategy to prevent and mitigate GBV and improve residents' sense of security in line with the project's 'build back better and more inclusive' ethos.

Key takeaways and lessons learned:



Planning to mitigate GBV and identifying champions from the outset is critical.



Specific GBV mitigation measures are essential, but broader interventions for women's empowerment are also necessary.



Build a cross-sectoral network of dedicated experts, identify project-related GBV risk mitigation champions and institutionalise arrangements.



Local language, knowledge and sector expertise is crucial.



Implement and build on lessons learned from previous disaster reconstruction efforts.



Design housing units, public infrastructure, and facilities to be accessible for all, in line with community and expert feedback.



Systematically implement activities aimed at preventing GBV while operating a case handling mechanism to respond to cases if they arise. Focus both on implementing actions to prevent the occurrence of project-related GBV cases in the first instance and establishing survivor-centred case handling mechanisms to respond to cases if they arise.



Engage in continuous capacity development and outreach for all project stakeholders.



A solid 'on paper' framework must be supported by responsive in-field implementation. No amount of action plans or guidelines can replace the need for timely and proactive activities in the field.

As the CSRRP continues to progress, several 'next steps' have been identified. These steps, which can be implemented to sharpen the project's ability to prevent and respond to GBV, include:



Explore avenues to increase the availability of safe houses for survivors in project areas.

Currently, there are several safe houses for survivors of GBV and violence against children in the provincial capital Palu, but these safe houses have limited resources.



Continue to strengthen engagement with community stakeholders and NGOs, including by holding dedicated GBV-focused meetings for village officials so local-level stakeholders better understand their respective roles related to GBV risk mitigation.



Further institutionalize GBV risk mitigation mechanisms for post-project sustainability.

As the CSRRP nears its scheduled completion date in 2024, efforts will be made to ensure the sustainability of the GBV risk mitigation mechanisms, procedures, and knowledge established by the project. This can be done by institutionalizing and mainstreaming the mechanisms, concepts, and good practices that the project has introduced.



Introduce periodic simulation GBV response exercises to ensure established mechanisms are operational and well-suited to deal with a variety of cases in the event that GBV incidents are reported.

Timeline of CSRRP and GBV mitigation activities



September 2018

Magnitude 7.5 earthquake and subsequent tsunami strikes Central Sulawesi, destroying entire settlements and causing over 4,400 fatalities.



October 2018

Rapid analysis by development partners including CARE and UN Women identifies gendered vulnerabilities and gender-based violence (GBV) risks in the disaster aftermath.

October 2018

Local women's organizations and GBV service providers begin to establish Women Friendly Spaces (Tenda Ramah Perempuan) in cooperation with the Provincial Women's Empowerment and Child Protection Office (DP3A).

October 2018

The World Bank announces funding for the Government of Indonesia (GoI) to support post-disaster recovery efforts in disaster-affected areas.



November 2018

The GoI requests the activation of the Contingent Emergency Response Component (CERC) under the World Bank-financed National Slum Upgrading Project (NSUP) to address urgent rehabilitation and reconstruction needs.

December 2018

Central Sulawesi Rehabilitation and Reconstruction Project (CSRRP) preparation begins, including analysis of prominent gender gaps, mapping of GBV prevalence and service providers, and GBV risk assessments.

June 2019

The World Bank Board approves the CSRRP.

December 2019

The World Bank issues the second edition of a Good Practice Note on GBV in Investment Project Financing (IPF), with a specific focus and guidance on sexual exploitation and abuse/sexual harassment (SEA/SH).

December 2019

The MoPWH and the World Bank convene an initial workshop on '*Gender Inclusion in Post-Disaster Rehabilitation and Reconstruction in Central Sulawesi*' to address the next steps for gender inclusion, universal accessibility design, and GBV mitigation under the CSRRP.

September 2019

The Ministry of Public Works and Housing (MoPWH) adopts the CSRRP Environmental and Social Management Framework (ESMF), which includes a dedicated GBV Strategy and Action Plan.

February 2020

The MoPWH completes a Gender Action Plan for the CSRRP.

October 2020

CSRRP project stakeholders facilitate GBV prevention and case handling training for Project Management Units and CSRRP and NSUP-CERC consultants.

April 2021

GBV specialist recruited to the Project Management Consultant – training continues.

April 2022

The GoI signs a cross-agency MoU to institutionalize government cooperation on GBV and gender mainstreaming in Central Sulawesi.

August 2021

Training for contractors and community outreach to raise awareness of project-related GBV risk mitigation continues.

May 2021

CSRRP project stakeholders begin to develop GBV and violence against children (VAC) case handling standard operating procedures and guidelines.

June 2022

NSUP-CERC closes.

December 2022

Good Practice Note: Gender-Based Violence (GBV) Mitigation in Post-Disaster Contexts – Lessons Learned from Central Sulawesi is published.

Ongoing

Next steps identified in the good practice note are implemented, and the results of the project-led initiatives to promote livelihood opportunities for women and increase access to land titles are documented.

Glossary of relevant terms

Child marriage	Any formal marriage or informal union in which one or both parties are under the age of 18.
Gender-based violence (GBV)	In line with the 2015 Inter-Agency Standing Committee's definition, GBV is an umbrella term for any harmful act that is perpetrated against a person's will and that is based on socially ascribed (i.e., gender) differences between men and women. It includes acts that inflict physical, sexual, or mental harm or suffering, threats of such acts, coercion, and other deprivations of liberty. GBV is experienced predominantly by women across all social and income groups.
Gender-based violence (GBV) service provider	An organization that provides specific services for GBV survivors, such as healthcare services, psychosocial support, shelter, legal aid, security services, etc.
Sexual exploitation and abuse (SEA)	<p>Sexual exploitation: any actual or attempted abuse of a position of vulnerability, differential power, or trust for sexual purposes, including but not limited to, profiting monetarily, socially, or politically from the sexual exploitation of another (UN Glossary on Sexual Exploitation and Abuse 2017, pg. 6).</p> <p>Sexual abuse: actual or threatened physical intrusion of a sexual nature, whether by force or under unequal or coercive conditions (UN Glossary on Sexual Exploitation and Abuse 2017, pg. 5).</p>
Sexual harassment (SH)	Any unwelcome sexual advances, request for sexual favors, and other verbal or physical conduct of a sexual nature.
Survivor-centered approach	The survivor-centered approach is based on a set of principles and skills designed to guide professionals, regardless of their role, in their engagement with survivors (predominantly women and girls but also men and boys) who have experienced sexual or other forms of violence. The survivor-centered approach aims to create a supportive environment in which the survivor's interests are respected and prioritized, and in which the survivor is treated with dignity and respect. The approach helps to promote the survivor's recovery and ability to identify and express needs and wishes, as well as to reinforce the survivor's capacity to make decisions about possible interventions.
Violence against women (VAW)	Article 1 of the 1993 UN Declaration on the Elimination of Violence against Women defines violence against women as any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life. The term violence against women and girls is also used.
Violence against children (VAC)	Includes all forms of violence against people under 18 years old. For infants and younger children, violence mainly involves child maltreatment (i.e., physical, sexual, and emotional abuse and neglect) at the hands of parents and other authority figures. Boys and girls are at equal risk of physical and emotional abuse and neglect, and girls are at greater risk of sexual abuse (World Health Organization).

Purpose of this Note:

This note aims to document good practices to prevent, mitigate, and respond to gender-based violence (GBV) in post-disaster contexts, utilizing the World Bank-financed Central Sulawesi Rehabilitation and Reconstruction Project (CSRRP) as a case study. The note aims to extend the knowledge base on GBV risk mitigation in post-disaster contexts and reflect on challenges as well as lessons learned during CSRRP implementation to inform future emergency recovery projects. It is envisaged that this document can serve as a reference point for World Bank task teams, government counterparts, and other development actors seeking to implement GBV risk mitigation in their projects, both within Indonesia and globally.

Context

Gender dynamics of disaster risk management



Women, girls, boys, and men face different levels of exposure and vulnerability to natural hazards, driven by gender dynamics and pre-existing inequalities in society. Gender roles and norms determine how women and men prepare for, respond to, and recover from disasters. Gender dynamics often result in unequal distribution of power, economic opportunities, and gaps in voice and agency that disadvantage women and girls. Men and boys also face distinct disaster-related vulnerabilities, for example, men being overrepresented in high-risk rescue professions and boys being more likely to be taken out of school to meet increased labor needs during reconstruction. However, women and girls are disproportionately affected by disasters across many outcomes, including unemployment, loss of assets and livelihoods, as well as limited access to information on disaster preparedness and rehabilitation activities. Gender norms and the burden of domestic

responsibilities can further limit women's mobility and their ability to be involved in reconstruction planning, pursue education, access markets, and benefit from a range of other opportunities and resources.

Gender inequalities and vulnerabilities are highly dependent on local contexts. Differences in vulnerability to natural hazards can be further compounded due to age, race, ethnicity, sexual orientation, religion, disability, as well as socioeconomic and migration status. Reproductive roles also limit women's mobility and result in unique vulnerabilities during and after disasters. Lack of access to sexual and reproductive health (SRH) services and water, sanitation, and hygiene (WASH) facilities disproportionately impacts women and girls who are menstruating, pregnant, or caring for young children. In many settings, GBV is particularly exacerbated in post-disaster contexts.

Disasters and GBV



Gender-based violence² (GBV) has been described as the most pervasive yet least visible human rights violation. GBV is deeply rooted in gender inequality and is a widespread phenomenon that affects one in three women.ⁱⁱⁱ

Violence against women and girls is a persistent problem in Indonesia, as it is throughout much of the world. In line with global statistics, the 2016 Indonesian National Women's Life Experience Survey showed that one in three Indonesian women aged

² GBV is an umbrella term for any harmful act that is perpetrated against a people based on socially ascribed differences between males and females. It includes acts or threats of acts that inflict physical, sexual, or mental harm or suffering. The terms GBV and violence against women are often used interchangeably as most acts of GBV are inflicted on girls and women. Inclusion of the words 'gender-based' highlights the reality that the violence is a manifestation unequal power relations between men and women. (2021. Guidelines: Integrating Gender Based Violence Interventions in Humanitarian Action. IASC Standing Committee.)

15 to 64 have experienced violence in their lifetime.³ The National Commission on Violence against Women (Komnas Perempuan) has referred to violence against women as an 'iceberg phenomenon', suggesting that many of cases go unreported and the relatively few reports that surface are only the 'tip of the iceberg'.⁴ However, Komnas Perempuan also notes that increasing numbers of reports over recent years suggests that community awareness of GBV is increasing along with survivors' willingness to report cases of violence they experience.

Since the 1990s, mounting global evidence has shown that GBV increases in the wake of disasters.

^{iv} GBV traumatizes survivors and undermines the resilience of individuals and societies, making it harder to recover and rebuild.^v The impacts of disasters are not gender-neutral and affect women, girls, men, and boys differently.^{vi} Pre-existing social inequalities are magnified, and new inequalities emerge during and in the aftermath of disasters. Trauma, grief, the erosion of interpersonal relationships, economic strain, loss

of livelihoods, unsafe or limited housing, restricted movement and transport availability, increased conflict and tension in the community, reduced support networks and public services, as well as negative coping mechanisms that reinforce inequalities are amongst the numerous stressors that have been identified as potential triggers for GBV in post-disaster contexts.^{vii}

Failure to consider gender inequalities, including GBV risk, in the design and implementation of disaster risk management (DRM) programs is likely to render resilience-building efforts less effective.

Responses that do not incorporate a gender lens and target GBV risk mitigation can also perpetuate existing gender inequalities.^{viii} Global evidence shows that women are not only affected disproportionately by disasters but also play a crucial role as powerful agents of change in post-disaster recovery. The success of post-disaster recovery programs depends on how reconstruction efforts respond to the needs of all diverse groups to address inequalities and vulnerabilities.^{ix}

Disaster risk management in Indonesia



Indonesia is one of the most disaster-prone countries in the world and is exposed to a range of natural hazards that can hinder development outcomes. Some 127 active volcanoes are spread across the country, and earthquake risk is particularly high due to tectonic plate activity. Tsunamis, floods, droughts, and landslides are also common across the archipelago, with an estimated 97 percent of Indonesia's population living in disaster-prone areas.^x Based on probabilistic loss models, there is a 2 percent chance each year of a significant earthquake occurring and causing damages of approximately US\$1.3 billion.^{xi} The poor and vulnerable often bear the brunt of disaster impacts as they tend to live in hazardous areas, lack access to basic services, and have limited access to resources and assets to cope with losses. Gendered impacts have been pronounced in various disasters

affecting Indonesia, including the 2004 Indian Ocean earthquake and tsunami, during which more women than men died due to various factors.^{xii}

There have been significant advances in Indonesian DRM governance in recent years. The paradigm for dealing with disasters and their impacts has begun to shift from emergency response to addressing the root cause of disasters and ensuring preparedness through a more comprehensive DRM framework.^{xiii} While the Government of Indonesia (GoI) and development partners have worked to increasingly incorporate a gender lens in DRM efforts, many projects in the DRM sector have traditionally been 'gender blind'.^{xiv} Continuing to document lessons learned and good practices is crucial for the development of a gender-responsive DRM sector, both in Indonesia and globally.

³ Statistics Indonesia (2016). 2016 Indonesian National Women's Life Experience. The survey was a joint study with the Ministry of Women Empowerment and Child Protection and the UNFPA.

⁴ Komnas Perempuan (2022). 'CATAHU 2022: Catatan Tahunan Kekerasan Terhadap Perempuan 2021'.

The 2018 Central Sulawesi disaster



In September 2018, Central Sulawesi was struck by a series of natural disasters, the cascading effects of which caused tragic loss of life and devastating impacts on the affected communities. Initially, a magnitude 7.5 earthquake struck 81 kilometers north of the provincial capital Palu City, causing three near-field tsunamis up to 6 meters in height to surge through the Bay of Palu. The narrowing gulf morphology amplified the damaging effects of the waves, which destroyed homes and coastal infrastructure. Three neighboring districts, Donggala, Sigi, and Parigi Moutong, were also affected by severe ground shaking. Entire residential neighborhoods were destroyed due to the extent of soil liquefaction, unprecedented globally. In addition to the loss of over 4,400 human lives, the disasters damaged approximately 100,000 homes as well as crucial public infrastructure. Estimates suggest the event caused US\$1.3 billion in economic losses and displaced around 170,000 people.^{xv}

As with other disasters, the impacts of the events in Central Sulawesi were not gender-neutral. The disaster exacerbated pre-existing gender inequalities and created new vulnerabilities. Organizations working

on the ground documented several disproportionate impacts on women and girls in the direct aftermath of the disaster. CARE's Rapid Gender Analysis in October 2018 found that women and girls faced increasing workloads, including care responsibilities, coupled with a loss of livelihoods and access to food caused by the widespread destruction of food gardens.^{xvi} A Joint Needs Assessment conducted by multiple NGOs found that more than 50 percent of women and girls interviewed reported challenges related to maintaining hygiene, and 67 percent faced challenges in accessing sanitary napkins.^{xvii} In November 2018, UN Women noted that 45,300 pregnant women had been impacted by the disaster, with pregnant and lactating women being at particular nutritional risk due to food scarcity. A lack of gender-segregated toilets in shelters, insufficient lighting, and long distances to WASH facilities were identified as additional problems disproportionately impacting women and girls, as was increasing isolation caused by constrained mobility in the aftermath of the disaster. Adolescent girls, pregnant women, elderly women, female household heads, and women with disabilities were identified as groups with heightened vulnerabilities.^{xviii}



1 in 3
Indonesian women experience physical or sexual violence in their lifetime



3,764
female headed households identified among the 60,400 households displaced



1 in 5 girls
from Central Sulawesi are married before the age of 18



An estimated 45,300 pregnant women were affected by the earthquake and tsunami



352,000
women of reproductive age affected by the disasters



1,900 persons
in central Sulawesi living with HIV



50% of 212,141
displaced persons are women and girls



1,771 persons
with disabilities among the displaced population

New GBV risks emerged in the immediate aftermath of the disaster. The provincial Women's Empowerment and Child Protection Office (DP3A), LIBU Perempuan, and other local GBV service providers recorded cases of rape, attempted rape, sexual harassment, and other forms of violence in temporary settlements across Palu, Sigi, and Donggala. Local service providers also recorded a spike in child marriages in the months following the disaster, highlighting the unique vulnerabilities experienced by girls.⁵ Women and girls faced heightened risks of domestic violence, sexual harassment, abuse, and exploitation, in part due to their displacement, reduced control over resources within the household and community, and loss of income.^{xix} The lack of privacy and security in temporary shelters and sanitation facilities further exacerbated the risk of GBV.

In response to the documented spike in GBV cases, local women's rights activists, government offices, and development partners mobilized. These parties cooperated in establishing Women Friendly Tents (Tenda Ramah Perempuan, TRP) and Women Friendly Houses (Rumah Ramah Perempuan, RRP) to provide safe spaces and services for women and girls. Volunteers and cadres worked on the ground to provide much-needed outreach, psychological support, and other services to survivors of GBV.

When the COVID-19 outbreak was declared a pandemic in March 2020, many of the disaster-affected people were still living in temporary settlements. Local service providers confirmed that the pandemic and resultant social-distancing measures and economic insecurity stemming from a loss of livelihoods further heightened GBV risks, especially for women and girls living in temporary settlements.⁶

World Bank post-disaster engagement in Central Sulawesi

Following the catastrophic events, the World Bank responded to the GoI's request for a comprehensive support package to address the urgent need for financial and technical assistance on the ground. The World Bank responded by channeling existing project financing to complement the GoI's recovery program and launching accelerated emergency recovery operations. The National Slum Upgrading Project's (NSUP) Contingent Emergency Response Component (CERC) was activated to immediately address urgent rehabilitation and reconstruction needs and begin activities in the field by training community facilitators, establishing beneficiary groups, and preparing technical

designs for the reconstruction of public facilities.

The US\$150 million Central Sulawesi Rehabilitation and Reconstruction Project (CSRRP) was one of two emergency operations approved by the World Bank in 2019 as a direct response to the disaster events in Central Sulawesi.⁷ Equipped with evidence from other post-disaster contexts regarding disasters exacerbating gender inequalities and resulting in increased GBV risk, gender-inclusive planning and GBV risk mitigation were incorporated from the outset of CSRRP project design.⁸ At the project outset, a broad gender action plan and a specific GBV mitigation plan were developed.

⁵ An increase in child marriage has been observed in multiple post-disaster contexts globally as a coping strategy where families 'marry off' daughters earlier than usual to reduce the size of a household and financial strain on the family. This coping mechanism is seen as a way to enhance the financial resources immediately available to households, but girls entering these marriages are often forced to abandon their education while facing early pregnancy and associated health risks.

⁶ This is consistent with global evidence that shows GBV risks can increase during various types of emergencies, including economic crises, disasters, and disease outbreaks. According to the UNFPA, pandemics can lead to the breakdown of social infrastructures and compound existing gender inequalities. See, for example Mittal S, Singh T. (2020) Gender-Based Violence During COVID-19 Pandemic: A Mini-Review. *Front Glob Women's Health and UNFPA (2020). As Pandemic Rages, Women and Girls Face Intensified Risks.*

⁷ The other being the separate but complementary Indonesia Disaster Resilience Initiatives Project (IDRIP), supporting the improved preparedness of central government and select local governments for future natural hazards. The implementing agencies of IDRIP are the National Disaster Management Authority (BNPB) and the Indonesian Agency for Meteorology, Climatology, and Geophysics (BMKG).

⁸ Studies have shown increased prevalence of GBV in post-disaster settings across the world, including in New Zealand and Haiti following earthquakes in 2010 and in the US after Hurricane Katrina in 2005.

BOX 1

The Central Sulawesi Rehabilitation and Reconstruction Project – project background

The Central Sulawesi Rehabilitation and Reconstruction Project (CSRRP) is supporting targeted communities to reconstruct and strengthen housing and public facilities to bolster resilience against future disaster events. The project was designed to support implementation of the Government of Indonesia's (GoI's) Central Sulawesi Earthquake and Tsunami Post-Disaster Recovery and Reconstruction Master Plan, with an aim to 'build back better' and inclusively by improving the building quality, accessibility, and sustainability of critical public facilities and housing settlements.

The CSRRP is implemented by the Ministry of Public Works and Housing (MoPWH) and includes three components. The first component focuses on resilient construction of permanent housing units and settlement infrastructure, by financing the construction of permanent housing units as well as related settlement infrastructure for disaster-displaced households. The second component supports the reconstruction and strengthening of public facilities – such as schools, health facilities, markets, and priority government administration buildings – to reduce disaster vulnerability and improve functionality and service standards. The third component is project implementation support, supporting managerial and technical assistance of the project through financing technical teams and community facilitators to support the project and strengthen the GoI's capacity on post-disaster recovery.



As the CSRRP enters its third year, it is important to reflect on and document the good practices implemented through the project to prevent, mitigate, and respond to cases of GBV in Central Sulawesi. This note aims to extend the knowledge base on GBV risk mitigation in post-disaster contexts and document challenges as well as lessons learned during CSRRP implementation to inform future responses. It is hoped that this note can serve as a reference point for World Bank task teams, government counterparts, and other development actors seeking to implement GBV risk mitigation in their projects in Indonesia and globally.



Laying the groundwork for CSRRP GBV mitigation:

From the outset, project preparation incorporated gender analysis to identify inequalities specific to the context of the Central Sulawesi disaster, as well as gender inequalities and gender-based violence (GBV) risks in the disaster risk management (DRM) sector more broadly. The dedicated gender analysis section in the project design document highlighted several key inequalities and planned interventions to bridge these gaps. Drawing on lessons learned from past post-disaster contexts was crucial in this exercise.

Analysis during project preparation identified that gaps in women's knowledge of and access to property and land tenure rights were prevailing issues in Indonesia. Lessons learned from the Reconstruction of Aceh Land Administration System (RALAS) Project, launched by the World Bank in response to the 2004 Indian Ocean Tsunami, showed it was possible to use post-disaster reconstruction as an opportunity to improve women's knowledge of ownership and control of assets including land.

Women's lack of access to post-disaster reconstruction job opportunities was another gap identified during project preparation. Analysis was informed by past World Bank-supported reconstruction programs, including those in Nias, North Sumatra, and Aceh. Experiences from these programs showed that

despite women's proven capacity to work to the same quality as men in post-disaster contexts, they are often overlooked and underrepresented in job opportunities due to pervasive stereotypes. Further evidence from Central Java and Yogyakarta demonstrated that access to information could pose a significant barrier to women's access to opportunities in disaster reconstruction efforts. The UNFPA's gender assessment of the situation in Central Sulawesi conducted in late 2018 was also utilized, which indicated that women lacked access to information on rehabilitation and disaster management planning.

In response to this gender analysis, clear actions were set out in the project design that would be undertaken to narrow identified gaps. The gaps included women's access to property and land tenure

rights, disaster reconstruction job opportunities, access to local public services, and planning for housing reconstruction. The results framework incorporated dedicated targets and indicators to measure women's awareness of land and property rights, employment opportunities, and participation in decision-making meetings in the targeted project areas.

While women's access to decision-making, employment opportunities, and land rights may not seem immediately connected to GBV risk mitigation, extensive evidence shows a clear link. As CARE's Rapid Gender Analysis of the disaster observed, the risk of domestic violence can increase when women's loss of livelihood challenges their ability to fulfill their prescribed role of feeding their families. Economic hardship can also increase vulnerability to sexual exploitation, and lack of access to appropriate

housing and shelters increases risks related to violence against women and children. Women's limited opportunities to generate income and participate in public forums further leaves them unable to influence reconstruction planning, leaving them more vulnerable to sexual exploitation, abuse, and other forms of GBV.^{xx} It was, therefore, crucial to lay the framework for GBV prevention and women's empowerment, not only through specifically targeted violence mitigation mechanisms but also through project design that incorporated wider women's empowerment initiatives, and addressed potential triggers of GBV at their root. Empowering women, ensuring access to services, reducing poverty, and making environments safe are recognized in the RESPECT Women: Preventing Violence against Women Framework⁹ as key strategies for preventing GBV.

The Environmental and Social Management Framework as a risk mitigation framework



The Environmental and Social Management Framework (ESMF), prepared by the Ministry of Public Works and Housing (MoPWH) as the project's implementing agency, serves as the overarching guideline for managing the project's environmental and social risks, including GBV. The ESMF applies to all activities financed by the project. Using the World Bank's GBV Risk Assessment Tool, the Central Sulawesi Rehabilitation and Reconstruction Project (CSRRP) was rated as a 'Substantial Risk' due to the prevalence of GBV in Central Sulawesi prior to the disaster and the increased risks of GBV in the post-disaster context. This risk rating reinforced the need to design proactive GBV mitigation mechanisms. Drawing on experiences from other infrastructure projects, the ESMF recognized that the labor influx risk, rated 'high' under the project, carried several GBV related risks. Large inflows of male workers may increase the demand for sex work, and lead to sexual exploitation and abuse, and other forms of GBV, especially due to the layered vulnerabilities that women and girls experienced after the disaster. GBV

risks are also increased in temporary and permanent settlement areas where women and children can be exposed to new hazards related to reduced security, lack of privacy, and changing household dynamics. The increasing prevalence of child marriage in settlements, particularly affecting girls, was also identified as a concern.

The ESMF proposed project activities to mitigate these identified risks and vulnerabilities. For example, the instrument requires site planning and design to address the specific needs of women and children by incorporating safe lighting and gender-sensitive WASH facility design to ensure safe and equitable access for all. Holding community consultations and raising awareness on GBV prevention and the program's grievance redress mechanisms was a central focus, as was creating partnerships with local NGOs and service providers engaged in GBV prevention and women's empowerment.

⁹ This framework was developed by the WHO and UN Women. The RESPECT Women implementation package, designed to support GBV prevention programming, can be accessed at: <https://www.unwomen.org/en/digital-library/publications/2020/07/respect-women-implementation-package>

BOX 2

Applying the World Bank's Environmental and Social Framework and Environmental and Social Standards

Applying the World Bank's Environmental and Social Frameworks (ESF) and relevant Environmental and Social Standards (ESS) prior to project appraisal also identified specific gender-based violence (GBV) risks and actions to be taken to mitigate these risks. Under ESS1 – Assessment and Management of Environmental and Social Risks – resettlement of displaced people as well as risks associated with a large workforce and significant labor influx were identified as involving inherent GBV risks. ESS2 on Labor and Working Conditions was also considered relevant due to the large workforce and the unknown capacity of contractors to mitigate GBV risk at project sites. Application of ESS4 Community Health and Safety was similarly pertinent, with post-disaster GBV and sexual exploitation and abuse risks considered high, particularly due to limited privacy, security issues, and potentially unsafe spaces such as Water, Sanitation and Hygiene (WASH) facilities in camps.

To mitigate these risks, the project design identified the need for:

- a GBV risk assessment to update project-level risk,
- a labor management framework,
- a grievance redress mechanism,
- a GBV prevention and awareness-raising strategy,
- safe design for relocation sites,
- a Stakeholder Engagement Plan; and
- a comprehensive Environmental and Social Management Framework to form the umbrella for these risk mitigation activities.

Project GBV Strategy and Action Plan



The ESMF also includes a dedicated GBV Strategy and Action Plan. This Plan was strategically developed by GBV specialists and outlined a series of guiding principles and measures aimed at reducing the risk of GBV in connection with the CSRRP. It sets out a division of responsibilities for project stakeholders, implementing arrangements, and provisions for monitoring and reporting. The Plan identifies GBV trends and risks in Central Sulawesi both prior to, and after, the disaster events. It also documents the

existence of dozens of local organizations – government agencies, NGOs, law enforcement, health services, community groups, and religious organizations – that provide GBV response services ranging from legal assistance, medical care, psychological care, provision of safehouses and mediation, to law enforcement.

A guiding principle of the CSRRP GBV Strategy and Action Plan is a survivor-centered approach that ensures survivors' safety, well-being, confidentiality,

and privacy. The Plan also stipulates that relevant Project Implementation Unit (PIU) specialists and contractors must emphasize the prevention of GBV by identifying GBV risks and seek to mitigate these risks, including by using construction designs that promote the safety of women and girls in public spaces, and implement GBV mitigation design features. This document highlights the importance of awareness-raising for communities in the proximity of project activities to increase awareness about GBV, services available to survivors, and case-handling mechanisms. The requirement for all project staff to attend GBV prevention trainings led by a qualified GBV service provider is also a central focus of the document. To ensure high-quality service provision for survivors and quality GBV mitigation training for project stakeholders,

the CSRRP has worked with GBV service providers that have established working relationships with the Women's Empowerment and Child Protection Office (DP3A), and that are members of the national Service Providers Forum (Forum Pengada Layanan, FPL).

The Plan further requires all organizations involved in CSRRP implementation to develop and implement mandatory codes of conduct for companies, managers, and staff that explicitly prohibit and commits to addressing GBV, including acts of sexual exploitation and abuse (SEA) and sexual harassment (SH). The codes establish escalating sanctions in line with the severity of transgressions, ranging from an informal warning to termination of employment and referral to law enforcement authorities.

BOX 3

GBV programming beyond sexual exploitation, abuse, and harassment mitigation

The term gender-based violence (GBV) – often used interchangeably with violence against women and girls (VAWG) – is an umbrella term that covers various forms of violence, including sexual exploitation, abuse, and harassment. In World Bank-financed operations, sexual exploitation occurs when access to or benefit from World Bank-financed goods, works, or services is used to extract sexual gain. Meanwhile, sexual abuse occurs when a project worker uses force or unequal power vis-à-vis a community member or colleague to perpetrate or threaten to perpetrate an unwanted sexual act. Sexual harassment (SH) occurs within the context of the company of a contractor or subcontractor and relates to company employees experiencing unwelcome sexual advances, requests for sexual favors, or acts of a sexual nature that are offensive or humiliating. Sexual exploitation and abuse (SEA) and SH are the types of GBV most likely to occur or be exacerbated in civil works projects.

In December 2019 and early 2020, after the Central Sulawesi Rehabilitation and Reconstruction Project (CSRRP) had commenced, revisions to World Bank standard procurement documents strengthened measures to address SEA/SH risks in operations through bidding and contractual requirements. There are now strict requirements for contractors to manage SEA/SH risks that are within their control – see the World Bank Good Practice Note on Addressing SEA/SH in IPF Involving Major Civil Works for more information. Beyond SEA/SH, there are myriad other manifestations of GBV that occur in communities. To respond to GBV risks beyond those related to SEA/SH, Task Teams can work with clients to identify and address specific risks in project design, implementation, and monitoring, and implement interventions that address the root causes of GBV and empower women in the communities surrounding project locations.

The CSRRP's Feedback and Grievance Redress Mechanism (FGRM) and GBV Response Protocol is detailed in a stand-alone sub-appendix within the Action Plan. This Response Protocol sets out a six-step survivor-centered mechanism for receiving complaints and responding to GBV incidents:

1. Receive the report and support the survivor to access immediate quality care and services, according to the needs of the survivor,
2. Assess the nature and severity of the complaint while notifying the implementing agency and the World Bank in a confidential manner,
3. Inform the survivor of the handling process, document their complaint, obtain consent for information to be shared, and refer them to appropriate services,
4. Investigate the complaint, refer to police if relevant, and propose relevant sanctions,
5. Verify that the support provided to the survivor is adequate and in line with their needs,
6. Communicate the outcome of the report to the survivor and to affected populations without disclosing any identifying information.

BOX 4

A survivor-centered approach to empower survivors

The Central Sulawesi Rehabilitation and Reconstruction Project's (CSRRP) survivor-centered approach holds that the survivor's choices, needs, safety, confidentiality, and wellbeing are at the center of all matters and procedures. Under this approach, all actions taken should be guided by respect for the survivor's choices, needs, rights, dignity, and informed consent. The survivor's agency and resilience must be fostered through the complaint process and GBV response protocol. The survivor-centered approach aims to create a supportive environment in which the survivor's interests are respected and prioritized. The approach helps to promote the survivor's recovery and ability to identify and express needs and wishes, as well as to reinforce their capacity to make decisions about possible interventions. Protecting the confidentiality of survivors and recognizing them as principal decision-makers in their own care are key principles of the approach. For further information about survivor-centered approaches, see the World Bank Good Practice Note on Addressing SEA/SH in Investment Project Financing involving Major Civil Works.

Terms of Reference for preventing and handling GBV and VAC



The Terms of Reference (ToR) for Preventing and Handling GBV and Violence Against Children (VAC) in the Contingent Emergency Response Component (CERC) and CSRRP is another document that helped lay the foundations for the project's GBV mitigation efforts. This ToR was developed by a gender consultant with the World Bank's CSRRP Task Team and clarified

the roles of each of the relevant parties in the mitigation activities and mechanisms. The ToR sets out the responsibilities and coordination channels between various stakeholders, including the PIU GBV Focal Point, Project Management Consultant (PMC) GBV Specialist, contractors, GBV service providers, as well as relevant local government and law enforcement agencies. This

document includes a comprehensive mapping of service providers, documenting 119 services and organizations spread across the project locations of Sigi, Dongala, and Palu districts. The ToR reiterates that contractors have a responsibility to work with GBV service providers and hold GBV mitigation training for all contracted project workers, and ensure that all workers have signed a code of conduct on preventing GBV and VAC. Contractors also have a responsibility to report any cases of GBV occurring in the project area to the project GBV focal point, whether the cases involve project staff or not.

The ToR builds on the project's ESMF and GBV Action Plan by laying out how the concepts included in the

ESMF can be operationalized in the field through coordination structures and specific activities. It

sets out four key actions to strengthen the project's GBV mitigation system:

- Establish a GBV Focal Point position within the PIU and recruit a GBV specialist consultant,
- Build synergy and coordination channels with local GBV service providers and relevant local government agencies,
- Implement awareness-raising workshops and trainings to educate various project stakeholders on GBV mitigation, and
- Implement a project-specific FGRM mechanism for GBV and VAC.

Capacity building for project stakeholders



Once the overarching project design was determined, a two-day workshop on '*Gender Inclusion in Post-Disaster Rehabilitation and Reconstruction in Central Sulawesi*' was held in early December 2019. Convened by the MoPWH and the World Bank, the workshop brought together relevant stakeholders to address the next steps for gender inclusion and GBV mitigation under the CSRRP. Participants included project staff, representatives from the Ministry of Social Affairs, Ministry of Women's Empowerment and Child Protection, Central Sulawesi DP3A, UN Women, architects, as well as local women's rights activists and GBV service providers LIBU Perempuan and KPKPST.

The workshop was conducted with financial support from the Global Facility for Disaster Reduction and Recovery (GFDRR). It was the first in a series of capacity-building and knowledge-sharing activities as part of the World Bank's technical cooperation program with the MoPWH to enhance gender mainstreaming under World Bank-financed recovery activities in Central Sulawesi. Subject matter experts presented on standards and design solutions aimed at ensuring universal accessibility and enhancing gender inclusion, as well as incorporating design elements aimed at preventing GBV in project-funded infrastructure. Discussions explored the need for synergy between the broad range of stakeholders to maximize outcomes, and the need for continuous capacity building and education for all involved. Key sessions in the workshop focused on inclusive settlements and infrastructure

for post-disaster rehabilitation and reconstruction, mitigation of GBV risks, and hearing stories from the field from women engaged in reconstruction efforts. Members of local GBV service provider LIBU Perempuan also shared their experiences and lessons learned from managing GBV cases in post-disaster temporary settlements in the province.

The World Bank team shared knowledge on GBV risk mitigation gained from experience working in other Indonesian and global post-disaster contexts.

The Bank team also provided introductory training on conducting gender audits of public infrastructure (See Box. 3). Workshop participants took part in the hands-on gender audit exercise to enhance their understanding of how urban design and building design interventions can help to create gender-inclusive environments and mitigate GBV risks. The gender audit assessment is a spatial planning and design tool that can be utilized to assess existing and new infrastructure designs. The tool can be used to proactively mitigate the risk of GBV on project sites by planning and designing inclusive and safe spaces and infrastructure for all that addresses women's specific needs in accessing settlement areas, public spaces, and facilities. In addition to capacity building and forming inter-organizational networks, the workshop aimed to inform the MoPWH's creation of a Gender Action Plan that would identify additional activities on gender mainstreaming and GBV mitigation to be implemented through the project's lifecycle.

BOX 5

Gender audits of public infrastructure and facilities

Public infrastructure and facilities, such as education and healthcare facilities, as well as neighborhood parks and open spaces, play an essential role in the well-being of the community. Therefore, these facilities should be designed to be accessible for all, including women and men, the elderly, children, people with disabilities, and all diverse groups in the community. From a gender perspective, designing public infrastructure and facilities that include baby care facilities, and integrating safety, security, and accessibility measures is an important consideration to ensure equal opportunity of access.

Providing care facilities such as parenting rooms and baby change facilities in public spaces can contribute to higher participation of women in everyday activities, as it enables them to carry out parenting and caring tasks on-site. Another key concern is the integration of safety and security measures. Full-height, solid partition walls in public toilets, for example, may significantly reduce voyeurism and other gender-based violence (GBV) risks. In addition, perceived risks, for example related to poorly lit public spaces, can also inhibit certain groups like women and children from utilizing public spaces and should therefore also be considered in the design of public facilities.

To address these concerns, a design-oriented gender audit tool was created to help Central Sulawesi Rehabilitation and Reconstruction Project (CSRRP) project teams assess public infrastructure and facility design and identify whether existing or proposed designs have incorporated features that could contribute to ensuring equal access and GBV mitigation measures. These features include, for example, baby care rooms in neighborhood parks and public facilities, pavements and footpaths that are wide enough to enable families with strollers or mobility-assistive devices to traverse, as well as streetlights in otherwise dimly lit residential areas, among other checklist items.¹⁰

A gender-audit exercise was held in Kota Palu's GOR Park during the preliminary GBV-risk mitigation workshop in December 2019, to enhance CSRRP stakeholders' understanding about the role of infrastructure and facility designs in promoting gender equality, universal accessibility, and mitigating GBV risks.

¹⁰ As the CSRRP progressed, the items listed in the gender audit checklist were further expanded to include universal accessibility and universal design principles. Three universal accessibility checklists have been developed, each covering the core types of infrastructure and facilities being constructed under the CSRRP: housing and settlements, education facilities, and healthcare facilities.

The Ministry of Public Works and Housing's CSRRP Gender Action Plan



The MoPWH's CSRRP Gender Action Plan (GAP) was completed in February 2020. The GAP, designed to be a living document, establishes an operational framework for integrating gender-responsive activities and mechanisms into project implementation. The GAP also provides information on the relevant national and sub-national regulatory context, the World Bank's Environmental and Social Framework (ESF), key roles and responsibilities of project stakeholders, and a framework for implementing the GAP. It further sets out considerations for project decision-making, planning, and activity implementation while identifying a timeframe for implementation. The GAP aims to provide a framework to reduce the gender gaps identified in project design, mitigate GBV risk under the project, enhance gender-friendly infrastructure planning and design, and increase women's representation in consultations and project activities.

The overall strategy of the GAP seeks to raise women's awareness of land and property title rights, secure women's active participation in employment opportunities, and strengthen women's voice and participation in decision-making processes. In line with the concept of universal accessibility, the GAP also aims to ensure housing settlements and public facilities under the CSRRP are constructed in line with the needs of people of all genders, ages, and abilities.

It also acts as a guiding document to ensure compliance with the project's social risk management and mitigation measures detailed in the project ESMF.

The Plan includes a comprehensive set of priority actions, results indicators to measure progress, and a timeframe for activity completion. Select priority actions include:

- Capacity building and advocacy on joint-name land titling
- Development of guidelines to improve women's knowledge and access to post-disaster reconstruction jobs and opportunities
- Participatory planning, design, and construction activities that involve potential users of housing and public facilities from different gender and community groups
- Gender audits during the design of housing and public facilities
- Development of a strong and effective mechanism to raise awareness on zero tolerance of sexual harassment, abuse, and other forms of GBV among workers, and to respond adequately to any such incidents, including periodic capacity building on GBV risks for the Project Management Unit (PMU), PIU, and other partners.



Operationalizing the groundwork

The importance of bid documents



Bid documents are a critical tool for gender-based violence (GBV) risk mitigation, including for sexual exploitation and abuse (SEA) and sexual harassment (SH). Under the Central Sulawesi Rehabilitation and Reconstruction Project (CSRRP), there is a non-negotiable requirement for all contractors' bid documents to include budget provisions that specifically address GBV training in line with the CSRRP's GBV mitigation framework. If contractors submitting bids for project-related civil works activities do not include budget allocations for GBV mitigation activities, their bids will not be approved. In addition to the World Bank's Standard Bidding Documents for Civil Works setting out clear prohibitions on SEA/SH

and the contractor's responsibilities to mitigate GBV risk, the CSRRP Environmental and Social Management Framework (ESMF) Toolkit sets out a requirement for contractor bid documents to mitigate GBV risks. Contractors are required to submit bid documents that include a GBV sub-plan that is in line with the project's overarching GBV Strategy and Action Plan. The sub-plan should also detail the establishment of a Feedback and Grievance Redress Mechanism (FGRM) with multiple channels to initiate a GBV complaints process and ensure the safe and confidential handling of cases. CSRRP project staff ensure that the contractor has itemized the GBV mitigation strategies and activities in their Bill of Materials and budget plan.

Training and outreach as a core priority



GBV awareness and mitigation training for all project stakeholders has been a central tenet of the project's GBV mitigation strategy. Using subject matter experts and delivering comprehensive but accessible materials to project workers has been crucial given that many workers had not previously been exposed to concepts of gender, GBV, and mitigation

strategies. In 2021, 10 training sessions were held for staff, contractors, and workers involved in the project. A total of 357 people took part in the sessions coordinated by the Project Management Consultant (PMC) GBV Specialist. These sessions were held in various locations, with contractors engaged in different construction components taking part.

While the materials delivered were tailored depending on the audience, common themes included:

- A general understanding of what constitutes GBV – including sexual exploitation and abuse, and sexual harassment in the context of World Bank-financed projects – and what project commitments and mechanisms are in place to combat it
- GBV patterns and prevalence in the post-disaster context in Central Sulawesi
- Individuals' roles and responsibilities in preventing and reporting GBV
- Incident reporting mechanisms and referral processes through the Women's Empowerment and Child Protection Office (DP3A)
- Services available to survivors of GBV and how to access them
- Understanding universal accessibility in infrastructure design
- Understanding the code of conduct that each individual must sign and their responsibilities for GBV mitigation under these contracts
- Sanctions for perpetrators of GBV and legal frameworks

- Integrating GBV mitigation design features and universal accessibility into infrastructure construction.

In the first three months of 2022, another 10 coordination meetings and trainings were conducted with project contractors and key focal points across various construction activities to increase awareness of the project's GBV mitigation strategy, and ensure activities in the field were being conducted in line with the CSRRP's code of conduct.

The CSRRP has utilized a GBV risk mitigation approach that focuses both on implementing actions to prevent the occurrence of project-related GBV cases and establishing a survivor-centered case-handling mechanism to respond to cases if they arise. The Project Implementation Unit (PIU) Gender Focal Point emphasized the project's approach to prioritizing GBV prevention. The CSRRP's Technical Management Consultant (TMC) also emphasized the importance of prevention efforts: 'So far there have been no cases [of project-related GBV]. I view that this is due to the training activities and information provided to workers. They know that there are limits that can't be crossed to minimize risks of violence.'

Image 1 - PMC GBV Specialist discusses GBV mitigation with project workers



According to the PMC GBV Specialist, the outreach training provided to workers in the field successfully broadened their understanding of GBV mitigation. Many of the workers had never been exposed to the concept of GBV, let alone techniques for its mitigation and prevention. She emphasized the importance of using the local language in training and awareness-raising activities as not all workers are fluent in Bahasa Indonesia. It was equally important to deliver material using language that can be easily understood by workers who may not have been exposed to concepts related to gender and GBV previously. The PIU also emphasized the importance of holding the trainings multiple times to build the knowledge base of all involved. The PMC GBV Specialist documented various responses from workers who took part in the trainings:

In addition to the training sessions, the PMC GBV Specialist engaged with project workers during regular outreach and field trips, maintaining communication channels and ensuring the workers understood the mechanisms for reporting cases of GBV and VAC. The required intensity of GBV mitigation efforts and outreach to workers depended on the nature of the construction locations and anticipated risks. For example, the construction site for the permanent settlement in Tondo (Palu) borders a university campus, bringing the workers in close proximity to university students. Anticipating this as a potential GBV risk, the PMC conducted outreach to inform project workers about the prohibition and applicable

The PMC GBV Specialist documented various responses from workers who took part in the trainings:

'It turns out the risks are many and varied, so it's important to think about security because of the high vulnerability in the permanent settlements.'



'[The training was] important because many workers didn't know about GBV and [violence against children] VAC and the laws that regulate it.'

'The material about GBV and VAC needs to be provided to us project workers to avoid unwanted incidents happening in the project environment. This also concerns the reputation and good name of the company.'



'Almost all of the workers had never heard about GBV or VAC; therefore, it was really beneficial.'

'GBV and VAC mitigation is important for us, to make people vigilant before something bad happens to us.'



sanctions for all forms of sexual harassment, including catcalling. The workers were overwhelmingly positive about the GBV mitigation training they received and understood the severity of the issue.

The responsibility for funding trainings and outreach lies with the respective contractors.

To date, however, the PMC GBV Specialist has taken a lead role in organizing the sessions, inviting local GBV service providers and the local government DP3A Office to act as resource people. At a recent coordination meeting with project stakeholders, Dewi (the PMC GBV specialist) suggested that in the future, contractors should directly contact and contract GBV service providers to conduct GBV mitigation activities, including both training and community awareness-raising. This would strengthen

stakeholder coordination and open communication channels, enabling the PMC to assume a monitoring and guidance role rather than a key facilitation role. Service provider LIBU Perempuan agreed, further suggesting that the creation of MoUs and coordination agreements directly between contractors and GBV service providers would enable further ease of coordination in the event a project-related GBV case was reported in the future.

Simple posters conveying GBV prevention messaging and how individuals can report cases of violence were designed and installed at project sites in prominent locations. These posters were created in Bahasa Kaili, widely spoken in Central Sulawesi, and the national language Bahasa Indonesia.

Community-led engagement



Under the CSRRP, there are 26 teams of community facilitators, with each team consisting of five people, including a social and environmental management focal point. These facilitators work in disaster-affected communities, engaging with members of the community to disseminate information about the project's progress, field any complaints or queries that arise, and educate the community on various topics. The facilitators, generally recruited from the communities in which they are tasked to operate, act as bridges between the PIU and communities. They play an important role in disseminating information about GBV within their respective communities. The PMC GBV Specialist held trainings for the community facilitators, in which the facilitators were equipped with knowledge about concepts of gender relations and GBV, including what constitutes GBV, relevant definitions, and processes for handling reports of GBV within the context of the project FGRM. These training sessions were funded by the PIU. Furthermore, the municipal government of Palu and the district governments of Sigi and Donggala also provided separate trainings for the community facilitators that included material related to GBV mitigation. The community facilitators hold regular meetings for their constituents and engage in door-to-door outreach, educating community members and acting as a channel through which all manner of complaints,

including GBV related, can be reported. The meetings are scheduled for both mornings and evenings to enable high levels of participation by diverse cross sections of the community. Facilitators, reflecting on gender relations and women's involvement in these meetings, reported that while women generally participate more actively than men during both meeting slots, women tend to attend morning meetings at greater rates than men.

The PMC GBV Specialist also actively worked to ensure that local communities surrounding the project sites were aware of the GBV mitigation and referral mechanisms and to encourage community members to report any incidents that potentially violated women's and children's rights. The PIU with support from the PMC GBV Specialist has engaged with village authorities, community leaders, and women leaders in consultations, targeting prominent local leaders who can further disseminate the messaging to the wider community. Similar to the trainings, while PMC, TMC specialists, and community facilitator teams have been taking the lead on public engagement and consultations, there is further room for contractors to directly coordinate with and contract local service providers to conduct community outreach and awareness-raising. This has been highlighted as a future priority.

Image 2 - At a project infrastructure construction site in Pombewe, Sigi, GBV mitigation posters can be seen displayed at the entrance to the site. The posters, displayed in both Bahasa Kaili and the national language Bahasa Indonesia, read: 'If you experience, see, or suspect violence has occurred, report it immediately,' with contact numbers for case reporting provided



Operating an integrated GBV reporting and case-handling mechanism



The CSRRP has established a comprehensive and integrated GBV case-handling mechanism to dynamically respond to reports of GBV as they arise.

The mechanism consists of three stages that are centered on ensuring the best outcomes for survivors. The three interlinked stages of the process are: (a) reporting and recording, (b) providing assistance to the survivor, and (c) case resolution. Under the mechanism, survivors can report cases to contractors, NGO services providers, the PIU, village/neighborhood authorities, Community Health Centers (Puskesmas), or Family Welfare Movement (PKK) branches. The party who receives the complaint then informs the CSRRP GBV Focal Point. Depending on the nature of the case and the survivor's wishes, they may be referred to any number of service providers to obtain medical or psychological support, legal aid, access to safe houses, law enforcement, or non-litigation dispute resolution.

Provincial and district-level DP3A offices play a central role in this system, which also includes a wide network of specialized service providers to maximize survivors' access to services in line with their needs.

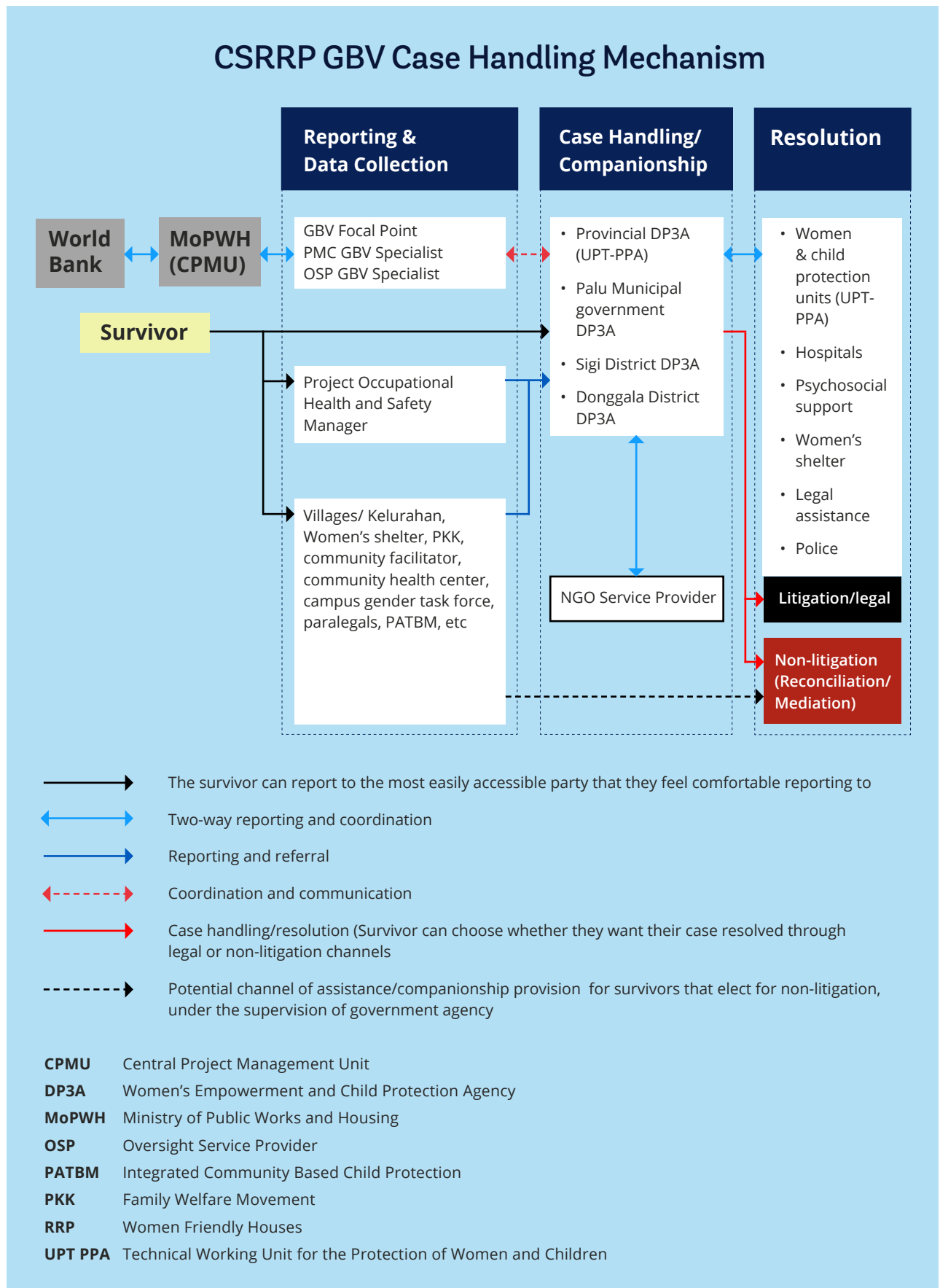
The PMU and World Bank are informed in the event a project-related GBV case is reported, and the survivor's privacy is maintained through the case handling process.

Following the CSRRP's survivor-centered approach, the survivor's identity and case information are kept confidential, and the mechanism ensures that the survivor shall be accompanied by the project's GBV specialist throughout the process. This approach lines up with the World Bank's Good Practice Note on Addressing SEA/SH in IPF involving Major Civil Works, which emphasizes that every effort should be made to protect the safety and well-being of the survivor and all actions should be taken with the survivor's full consent.

As of September 2022, no cases of GBV perpetrated by project personnel have been reported, a fact that project stakeholders largely attribute to the success of the project's worker training and outreach regime.

Approximately 12 cases of non-project related GBV occurring in the wider community have been reported via the project's established FGRM and GBV Response Protocol. In line with the established mechanisms, the cases have since been referred to the local DP3A offices. Support is being provided to the survivors and case resolution, either through legal or non-litigation channels, is being pursued. The reporting of these cases demonstrates that community members are aware of, and willing to engage with, the project's GBV reporting and response protocols.

Image 3 - PUPR. GBV Risk Mitigation and Case Handling Mechanism NSUP-CERC and CSRRP.



From Figure 5, Page 25 in the MoPWH's Guideline for Mitigation of GBV and VAC in Rehabilitation and Reconstruction Activities in Post-Disaster Context in Central Sulawesi for CSRRP and NUSP-CERC

Institutionalizing GBV mitigation efforts between government offices



A cross-agency Cooperation Agreement, or MoU, was drafted to institutionalize government cooperation on GBV and gender mainstreaming. The MoU was signed by the heads of the Central Sulawesi Balai Prasarana Permukiman Wilayah (BPPW) and the Central Sulawesi DP3A. The agreement regards ‘Gender Participation and Prevention and Handling of GBV and VAC in Post-disaster Rehabilitation and Reconstruction Activities in Central Sulawesi’ and formalizes synergy for GBV mitigation work.

The PIU GBV Focal Point explained that this MoU between the BPPW and the provincial government, represented by the DP3A, creates a cooperation commitment to advance gender mainstreaming and GBV mitigation in reconstruction activities. Its aims are grounded in building synergy and collaboration to provide comprehensive and quality services for survivors of GBV and VAC. The agreement provides an integrated case-handling framework for violence that stipulates the roles the respective institutions

play in processing complaints and referring cases of violence for handling and assistance. It also strengthens communication channels, information, and education about GBV and services available while strengthening advocacy efforts for women’s empowerment and child protection. The agreement recognizes the DP3A’s role in mobilizing related stakeholders, including service providers, to mitigate GBV risk through planning and implementation. The agreement also regulates joint monitoring and evaluation of case handling, stipulates funding for the mechanism, and establishes a coordination framework with trimester coordination meetings between the parties, with the results reported to the Governor of Central Sulawesi.

While the MoU is to be in effect until 2024, it contains a provision for a possible extension through an addendum, the activation of which would pave the way for a sustainable GBV coordination mechanism that can be implemented beyond the life of the CSRRP.

Incorporating gender considerations in infrastructure planning and design



Implementing universal accessibility features in settlement site plans has been a strategy implemented by the CSRRP to mitigate GBV risk and improve residents’ sense of security. The project’s ‘building back better and more inclusive’ ethos has seen accessibility and safety designs adopted to promote equal access to and utilization of facilities. While global research is inconclusive on whether design measures such as good lighting reduce crime, substantial evidence shows that adequate lighting increases women and girls’ sense of security and reduces fear of crime.¹¹ Both physical obstacles and perceived risks can hamper women and girls’ access to key public infrastructure, facilities, and services, therefore it is important to address both.

Housing unit interiors were designed with privacy and security in mind. The design of the permanent housing units constructed under the project was also developed in line with feedback from gender experts to increase privacy and potentially mitigate risks of domestic violence and other forms of GBV. Feedback from experts suggested that a lack of partitions or separate rooms within shelters was leading to increased household tension and increasing risks of domestic violence. Responding to this concern, the CSRRP changed the initial housing unit design of a singular 6 square meter housing unit with no partition walls, to a design that included two separate bedrooms and a living space (See Box 6).

¹¹ See, for example How Night-Time Street Lighting Affects Refugee Communities, UNHCR, 2018; and Technical Brief: Lighting for Sanitation Facilities. OXFAM, 2018.

BOX 6

“Build Back Better and More Inclusive”

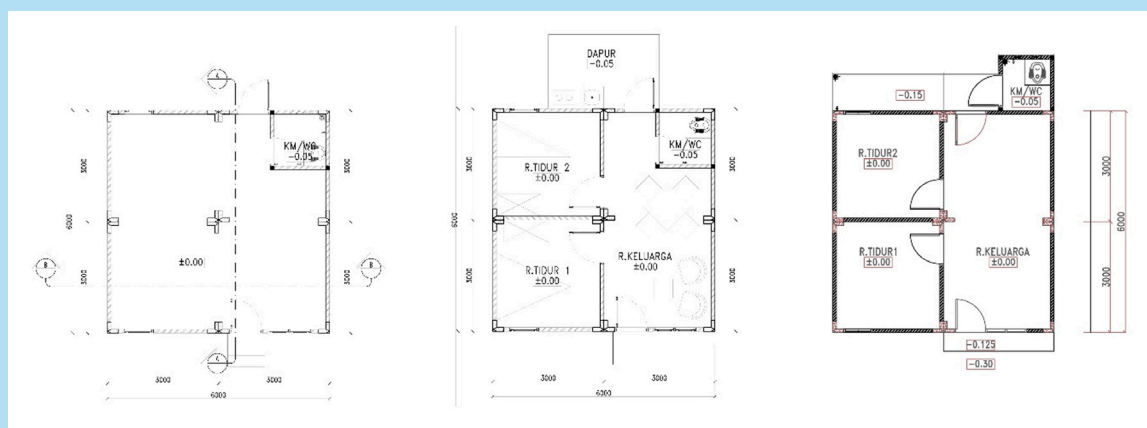
One of the key issues discussed at the December 2019 preliminary gender equality and gender-based violence (GBV) risk mitigation workshop was how post-disaster situations could exacerbate GBV risks, including domestic violence. Speakers and participants agreed on the importance of ensuring community participation, especially women’s participation, during the design and development of settlement areas and housing units in Central Sulawesi.

“The development of a permanent resettlement area requires the participation of the community as a whole... the government should assist in the empowerment and adaptation of residents that will be moving into the new neighborhoods” – Ir. Sudirman, MM. Expert Staff for Social, Culture, and Community Roles, Ministry of Public Works and Housing.

A key outcome of the discussions during the workshop was the addition of interior partition walls in the design of permanent housing units (Huntap). This design development was based on expert feedback that suggested increased household tensions and risks of domestic violence were observed in temporary housing units (Huntara), which previously lacked any form of privacy screens within individual units. Eventually, as communities were consulted on Huntap design, further revisions were made to the design, which led to toilets and kitchens being moved outside of the house.

Members of the community perceived that this design improvement would allow for more flexible room arrangements within the house and increased hygiene, as toilets are designed to face away from the living room of Huntap units. As the project progresses and more people resettle into completed units, communities can provide feedback through the established Feedback and Grievance Redress Mechanism (FGRM) channel. The project team can then respond by holding community meetings or other engagements to further refine the design of housing units, facilities, and infrastructure if needed.

Image 4 - Progression of the Huntap design. (Left) Original Huntap Design in early-mid 2019, prior to the 2019 gender inclusion workshop. (Middle) Additional partition walls were added to form two private quarters, following discussions in the workshop. (Right) The latest Huntap design iteration, based on consultations with community members.



Key takeaways and lessons learned

- **Planning from the outset is critical.** Detailed planning and resourcing from the outset is necessary to ensure that project design fully considers and incorporates gender-based violence (GBV) risk mitigation. Bid documents for civil works contracts and codes of conduct for all project workers that clearly define roles and responsibilities to enable enforcement are crucial. Contractors and other project stakeholders also need training to understand and fulfill these responsibilities.
- **Engage in continuous capacity development and outreach for all project stakeholders.** Ensuring all project stakeholders, including workers, project staff, and beneficiaries understand concepts related to gender equality and their responsibilities related to GBV prevention is crucial. Continuous and tailored community outreach is needed to ensure project beneficiaries understand concepts relevant to GBV, how to report cases, and survivors' rights under the survivor-centered mechanism.
- **Specific GBV mitigation measures are essential, but broader interventions for women's empowerment are also necessary.** While prevention and handling of GBV – especially sexual exploitation and abuse and sexual harassment (SEA/SH) – is undoubtedly a crucial aspect of project design, wider-ranging initiatives to close gender gaps and address inequalities are also needed. The Central Sulawesi Rehabilitation and Reconstruction Project (CSRRP) worked to assess and address GBV risk but also increase women's voice and agency through participation in decision-making forums. The project has also strived to create livelihood opportunities for women and increase access to land titles, which can in turn reduce GBV risk. Expanding support for broader women's empowerment initiatives beyond mitigating and responding to GBV cases can reduce pre-existing gender inequalities, which make women more vulnerable to disaster impacts and exacerbate risk of GBV.
- **Build a cross-sectoral network of dedicated experts.** Multiple stakeholders engaged with the CSRRP have emphasized the importance of creating integrated networks and building synergy between actors to mitigate GBV. Throughout the project, international development partners, national ministries, women's rights organizations, sub-national government offices, non-government service providers, infrastructure experts, contractors, and consultants have played a role in informing the project's approach to GBV mitigation.
- **Bid documents are a critical tool to enhance GBV, particularly SEA/SH risk mitigation.** Project personnel should oversee the requirement for all contractors' bid documents to include budget provisions that specifically address GBV training and mitigation activities.
- **Recognize that GBV risk mitigation and gender equality are cross-cutting issues, the responsibility for which is shared across all project stakeholders, including local communities.** Local community members, especially community leaders, village authorities, and women leaders, should be involved in GBV prevention initiatives and may be involved in the resolution of GBV incidents, particularly if the survivor chooses to resolve the issue through non-litigation channels. In some settings, respected community actors may be requested to act as mediators in the resolution of GBV incidents. Therefore, ensuring that local communities possess an understanding of mitigation, survivor-centered approaches to case handling, and gender equality should be a priority.

- **Institutionalize arrangements.** The creation of a formal cooperation agreement between the Women's Empowerment and Child Protection Office (DP3A), as the provincial authority for women's empowerment and protection, and the Central Sulawesi Sulawesi Balai Prasarana Permukiman Wilayah (BPPW) establishes a formal working arrangement with top-level buy-in to ensure inter-organizational collaboration on GBV mitigation and gender mainstreaming in rehabilitation and reconstruction activities. This framework divides responsibilities and can enable ease of communication and action across stakeholders in working to prevent and respond to GBV cases. Further, the appointment of a dedicated CSRRP GBV Focal Point ensured that GBV risk mitigation was mainstreamed through all activities and across stakeholders, including by ensuring that specific budgets were allocated for awareness-raising and trainings.
- **Identify project GBV risk mitigation champions.** In the early stages of project implementation, Ihsan Basir, who was then Central Sulawesi DP3A Office Head, played an instrumental role in supporting the establishment of the project's GBV risk mitigation system and integrating it into local government operations. Identifying and working with strategically placed 'champions' can help to ensure progress and secure outcomes.
- **Local language, knowledge, and sector expertise is crucial.** Contracting a highly respected and experienced local Project Management Consultant (PMC) GBV Specialist brought invaluable on-the-ground knowledge to the project. Local networks of service providers and experts contributed an understanding of gender vulnerabilities and patterns of violence specific to the project location. Command of local languages and understanding local community structures and norms was invaluable in outreach and training work.
- **Implement and build on lessons learned from previous disaster reconstruction efforts.** Studying the lessons learned from previous disasters, including in Aceh, Yogyakarta, and Central Java, was crucial to informing the CSRRP's identification of potential gender gaps and interventions to reduce inequalities through project implementation. Drawing on rapid analysis from development partners engaged in Central Sulawesi helped to provide further evidence about GBV risks and required interventions in the field.
- **Design housing units, public infrastructure, and facilities to be accessible for all.** Making facilities accessible paves the way for increased participation by all community members in communal activities held in public spaces. In the long run, this can contribute to increased women's representation in decision-making forums and facilitate better dissemination of information on jobs, livelihoods, education, and other opportunities to women and other typically under-represented groups in the community.
- **Systematically implement activities aimed at preventing GBV while operating a case-handling mechanism to respond to cases if they arise.** Creating a comprehensive and integrated survivor-centered GBV reporting and case-handling mechanism is imperative to ensuring that in the event of project-related violence, survivors have access to all the services and support they require, perpetrators are appropriately sanctioned, and redress mechanisms can be put in place. However, implementing activities to prevent GBV from occurring in the first instance should also be a project priority. Training, community consultations, awareness-raising, outreach, and regular monitoring of project sites to ensure compliance with codes, build rapport with contractors, and increase awareness of all stakeholders are crucial.
- **A solid 'on paper' framework must be supported by responsive in-field implementation.** In-depth planning, mapping, and analysis is important to lay the groundwork for GBV mitigation activities, but no amount of action plans or guidelines can replace the need for timely and proactive activities in the field.

Next steps

- **Explore avenues to increase the availability of safe houses for survivors in project areas.** Currently, there are several safe houses for survivors of GBV and violence against children (VAC) in the provincial capital Palu. However, the safe houses – including two managed by local government and one by LIBU Perempuan – have limited resources, each having a standard operating procedure that generally allows women to take refuge in the facility for a maximum of five days. Service providers signaled that CSRRP stakeholders, including government and contractors, could coordinate to explore support to bolster safe house capacity and ensure survivors have access to these services in the event of a project-related GBV case.
- **Support contractors to directly engage GBV service providers.** To date, the PMC GBV Specialist and technical management consultant (TMC) have been largely leading on organizing GBV mitigation training and outreach at the request of contractors. As the project progresses, contractors should be supported to directly contact and contract third-party GBV service providers to conduct project-related GBV mitigation activities, including trainings for workers and awareness-raising initiatives for surrounding communities. Project personnel and local GBV service providers have identified that this approach would strengthen coordination and further open communication channels between contractors and service providers, enabling ease of coordination in the event a project-related GBV case is reported in the future. Directly establishing MoU's between contractors and service providers would further ease this coordination.
- **Strengthen engagement with community stakeholders and NGOs.** To date, the project has engaged with community representatives through community facilitators. During trainings and informal outreach activities, representatives of communities in the project areas, community leaders, prominent women figures, village governments, and customary (adat) group representatives take part. Village representatives have suggested that moving forward, holding dedicated structured meetings for village officials would be beneficial for local-level stakeholders to better understand their respective roles in the GBV risk mitigation mechanism and be better equipped to disseminate information on GBV prevention and handling to the wider community. In addition, future meetings can engage more NGO service providers to provide for a better understanding and integration of existing NGO case-handling mechanisms with the project's GBV response mechanism.
- **Further institutionalize GBV risk mitigation mechanisms for post-project sustainability.** As the CSRRP nears its scheduled completion date in 2024, efforts should be made to ensure the sustainability of the GBV risk mitigation mechanisms, procedures, and knowledge established by the project. This can be done by institutionalizing and mainstreaming the mechanisms, concepts, and good practices that the project has introduced. Work on this agenda has commenced through the provincial and municipal government's signing of a formal cooperation agreement on GBV mitigation. There is an opportunity to deepen the institutionalization of GBV mitigation systems by further incorporating lessons learned and mechanisms developed through the CSRRP into local law products and institutional structures.¹²
- **Introduce a tabletop GBV response exercise to ensure that established mechanisms are operational.** To ensure established mechanisms are operational in the event a GBV incident is reported, a periodic simulation GBV response exercise will be introduced to enhance project stakeholders' readiness and map out any needed tweaks to sharpen the mechanism. The PMC GBV specialist and representatives from the local DP3A agency may take the lead in designing and delivering this exercise and evaluate the process to identify potential room for improvement.

¹² Work has already begun on this front. Local law products Central Sulawesi Provincial Regulation No.3/2019 on Protecting Women and Children from Violence and Central Sulawesi Governor Decree No.22/2021 on Procedures for Providing Services to Survivors of Violence already include some of the procedures introduced by the CSRRP.

Additional resources relevant to addressing GBV in DRM projects

[Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action](#)

[Inter-Agency Standing Committee Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action](#)

[IRC Guidelines on Caring for Child Survivors of Sexual Abuse](#)

[RESPECT Women: Preventing Violence against Women Framework, developed by the WHO and UN Women](#)

[The World Bank Environmental and Social Framework \(ESF\)](#)

[VAWG Resource Guide Disaster Risk Management Brief](#)

[VAWG Resource Guide Land Brief](#)

[World Bank Good Practice Note on addressing SEA/SH in IPF involving major civil works](#)

[Gender Equality | GFDRR](#)

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Good Practice Note: GBV Mitigation in Post-Disaster Contexts – Lessons Learned from Central Sulawesi

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