#### Please cite the Published Version

Mendis, APKD, Disaratna, PAPVDS, Thayaparan, Menaha and Kaluarachchi Nartallo, Yamuna (2022) Policy-level consideration on marginalised communities in the post-disaster context: a desk study. In: 10th World Construction Symposium - 2022, 24 June 2022 - 26 June 2022, Sri Lanka.

DOI: https://doi.org/10.31705/WCS.2022.54

Publisher: Ceylon Institute of Builders - Sri Lanka

Version: Published Version

Downloaded from: https://e-space.mmu.ac.uk/632663/

Usage rights: O In Copyright

Additional Information: This is a paper which was presented at the 10th World Construction

Symposium

#### **Enquiries:**

If you have questions about this document, contact rsl@mmu.ac.uk. Please include the URL of the record in e-space. If you believe that your, or a third party's rights have been compromised through this document please see our Take Down policy (available from https://www.mmu.ac.uk/library/using-the-library/policies-and-guidelines)

Mendis, A.P.K.D., Disaratna, V., Thayaparan, M. and Kaluarachchi, Y., 2022. Policy-level consideration on marginalised communities in the post-disaster context: A desk study. In: Sandanayake, Y.G., Gunatilake, S. and Waidyasekara, K.G.A.S. (eds). *Proceedings of the 10<sup>th</sup> World Construction Symposium*, 24-26 June 2022, Sri Lanka. [Online]. pp. 668-681. DOI: https://doi.org/10.31705/WCS.2022.54. Available from: https://ciobwcs.com/2022-papers/

# POLICY-LEVEL CONSIDERATION ON MARGINALISED COMMUNITIES IN THE POST-DISASTER CONTEXT: A DESK STUDY

A.P.K.D. Mendis<sup>1</sup>, P.A.P.V.D.S. Disaratna<sup>2</sup>, Menaha Thayaparan<sup>3</sup> and Yamuna Kaluarachchi<sup>4</sup>

### **ABSTRACT**

Natural disasters have a disproportionate influence on the lives of those impacted, with the most marginalised often bearing the brunt of the repercussions. As a result, marginalised communities should be expressly considered in post-disaster policy development. While the international community has adopted the concepts of resilience and inclusion, marginalised communities are frequently disregarded in post-disaster management. There is a dearth of literature on the engagement of marginalised communities in Sri Lanka's post-disaster context. Moreover, the policies to support the marginalised communities need to be reviewed to explore the extent to which such policies are implemented to benefit the disadvantaged groups in a disaster situation. Therefore, this paper aims to review the existing policies to improve the engagement of marginalised communities during the post-disaster context in Sri Lanka. To achieve the aim, a comprehensive desk study on significant global and national policies was carried out. Through the desk study, the policies and frameworks related to disaster management were explored in order to identify the inclusion of marginalised communities in the postdisaster context. The policies related to marginalised communities were further explored in order to identify the inclusion of them in post-disaster situations. Finally, the study confirmed that a refinement of the policies in the Sri Lankan context is crucial. Furthermore, as a way forward, the study suggested assessing the current level of implementation of existing policies as well as barriers to implementation in order to increase the inclusion of marginalised communities in Sri Lanka's post-disaster context.

**Keywords:** Marginalised Communities; Policy Studies; Post-Disaster Context; Sri Lanka.

### 1. INTRODUCTION

Over the years, community participation in disaster management programmes and activities has grown in importance in the development area, gaining the attention of researchers, academics, policymakers, and national and international organisations

<sup>&</sup>lt;sup>1</sup> Research Scholar, Department of Building Economics, University of Moratuwa, Sri Lanka, mendisapkd.20@uom.lk

<sup>&</sup>lt;sup>2</sup> Senior Lecturer, Department of Building Economics, University of Moratuwa, Sri Lanka, vijithad@uom.lk

<sup>&</sup>lt;sup>3</sup> Senior Lecturer, Department of Building Economics, University of Moratuwa, Sri Lanka, mthayaparan@uom.lk

<sup>&</sup>lt;sup>4</sup> Professor of Architecture, Manchester School of Architecture, Chatham Building, Cavendish Street, Manchester, United Kingdom, y.kaluarachchi@mmu.ac.uk

(Chandrasekhar, et al., 2014). There is increasing recognition that the community is the first responder in any kind of disaster, so the management of emergencies and disasters would not be effective without the engagement of impacted communities (Burnside-Lawry and Carvalho, 2016). Community-oriented decentralisation programmes ensure greater participation from marginalised communities (Agrawal and Gupta, 2005), as highly decentralised recovery programmes consider the voices of marginalised community members concerning empowerment, equity, and sustainability (Mannakkara and Wilkinson, 2015). However, in the post-disaster context, much is unknown about the participation of communities that are marginalised (Cretney, 2018; Mannakkara and Wilkinson, 2015). The experiences of marginalised communities are crucial in understanding participation in post-disaster management programmes, as these communities are the most impacted (Islam, et al., 2020).

While risk governance is regarded as critical to achieving long-term and equitable recovery after a disaster and mitigating future risk (United Nations Office for Disaster Risk Reduction, 2005), societal dynamics that contribute to inequality and marginalisation might hinder this goal (Scott and Marshall, 2009). Marginalisation is a process in which a group or individual is denied access to major positions and symbols of economic, religious, or political authority in any community (Scott and Marshall, 2009). In broader terms, each society has identified some groups of people as vulnerable in mainstream society. Such groups could be the poor, children, women, people with disabilities, ethnic minorities, low caste groups, etc (Ferretti and Khamis, 2014). However, it has been claimed that most of these people are not always marginalised while women, the elderly, people with disabilities, and children are often and mostly marginalised due to multiple discrimination and vulnerabilities (Cordaid, 2020; Steele, et al., 2007). Marginalised communities are seen to be exposed to higher levels of risk, and subsequently face the brunt of disasters harder than others (Sharma, 2014). The concern is made worse by the fact that a large number of such groups are invisible (Mannakkara, et al., 2014). Moreover, the marginalised communities are denied their human rights because of their place within a system of unequal social relations of power. Besides, they are especially vulnerable to natural disasters due to the combination of their financial, socio-economic, cultural, health, age, and gender status; geographical location; lack of access to resources; decision-making; and justice (Global Facility for Disaster Reduction and Recovery, 2019). In the post-disaster context, these communities face potential challenges to access entitlements, such as government relief or recovery aid (Sledge and Thomas, 2019).

Policy frameworks at the international level addressing the issue of heightened risks to disasters have been developing since the declaration of the International Decade of Natural Disaster Reduction in 1989 through the United Nations General Assembly Resolution 44/236. Moreover, the need for inclusion of marginalised communities, perspectives on what constitutes disaster risks, and how these are best addressed is evidently changing towards accommodating more active involvement and participation from local communities and social groups (Zayas, et al., 2017). However, the engagement of marginalised communities during the post-disaster context in Sri Lanka has not been evidently reported, thus this research focuses on this gap to explore. Further, there is a dearth of research investigating the policy frameworks related to disaster management that can support the marginalised communities in Sri Lanka. Hence, this study intends to gather a deep understanding of the national and international policy framework that is

required to engage marginalised communities in the post-disaster context to respond to their needs with the available resources.

### 2. METHODOLOGY

The desk study research method was selected to achieve the aim of this research. A desk study focuses on acquiring and analysing information or data that is already available in print or electronic form (Khombe, 2014). According to Crisp (1981), a desk study is defined as the process of gathering information from existing resources such as published papers, analytical reports, policy reports, and other publications. Furthermore, a desk study is a secondary data research method that is used to review previous research findings in order to get a full grasp of a relevant research field (Bingham, et al., 2012). As such this paper reviewed the policies to get insights into the policies that are related to marginalised communities in terms of their level of significance in improving inclusivity during the post-disaster context in Sri Lanka. Accordingly, the desk study on policies mainly covered the policies related to marginalised communities, policies related to post-disaster management, covering relief, rehabilitation, and recovery phases, and policies related to both the concepts and general policies. The term "policy" refers to a standard set of principles that guide a course of action (Porter, et al., 2018; Vernick, 2006; Kingdon, 2003). Public policies are established by the government, whereas private or institutional policies are created by organisations for institutional use. Many public policies are legally binding, meaning that individuals and institutions in the public and private sectors must comply with them. In contrast, policies created by private institutions do not carry the force of law; however, within an institution, compliance with such policies may be required. Legally binding public policies fall into 3 primary categories: legislation, regulation, and litigation. It is worth noting that some public policies do not have the force of law. Most often, these policies are guidelines produced by administrative agencies. Although guidance cannot be enforced, the expectation is that it will be followed or will provide answers when the law is unclear et al., 2018). As a result, policies, acts, guidelines, and frameworks are regarded and referred to as policies in the desk study.

The policies that are identified through the desk-study are listed in Table 1. To determine the relevant policies, the leading local and international organisations involved in disaster management efforts, as well as marginalised communities, were considered. Furthermore, key terms such as 'marginalised communities, inclusivity, inclusion, and post-disaster phases, and post-disaster management' were utilised in Google searches to find relevant policies.

### 3. POLICIES/FRAMEWORKS RELATED TO POST-DISASTER MANAGEMENT AND MARGINALISED COMMUNITIES

Without actively engaging marginalised communities through deliberate policies, physical displacement and a history of distrust can significantly limit the voices of the marginalised (Hamideh, 2020). Therefore, it is important to have an overview of the existing global and national policies/frameworks that govern post-disaster processes, how these takes into consideration challenges of marginalised communities, and how these may be leveraged to promote inclusiveness during the post-disaster phase. Accordingly,

a desk study on the significant global/national policies was conducted. The policies reviewed under the desk study largely fall under 4 main categories such as:

- Category 01: policies related to both the marginalised and disaster management concepts,
- Category 02: policies related to marginalised communities,
- Category 03: policies related to disaster management, and
- Category 04: general policies.

The desk study mainly focused on analysing the explicit links between disaster management and marginalisation. As such the policies that are related to marginalisation were reviewed to see the explicit mentioning of disaster whereas the policies that are related to disaster management were reviewed to see the explicit mentioning of marginalisation. In addition, a few well-known policies were also reviewed to explore the explicit mentioning of either disaster or marginalisation. Accordingly, 35 policies were reviewed, of which 3 (P1 - P3) are related to both disaster and marginalised concepts, 15 (P4 - P18) are related to marginalised communities, 12 (P19 - P30) are related to disaster management, and 5 (P31 - P35) are general policies. Table 1 depicts the analysis of the desk study conducted.

Among the 15 policies on marginalised communities (category 02), 12 policies have explicit mentioning about disaster management whereas among the 12 policies on disaster management (category 03), 9 policies have explicit mentioning about marginalisation. As per Table 1, it can be identified that there are a lot of policies related to disaster management and marginalised communities in the global and local context. However, it is evident that in global policies related to disaster management, special consideration has been paid to the inclusion of marginalised communities compared to local policies and vice versa.

## 3.1 POLICIES RELATED TO DISASTER MANAGEMENT IN THE GLOBAL CONTEXT

Since the declaration of the International Decade of Natural Disaster Reduction in 1989 through UNGA Resolution 44/236, policy frameworks at the international level addressing the issue of heightened risks to disasters have been evolving. From a virtual non-recognition of differential conditions of socially 'vulnerable' groups to the latest pronouncements for the need for inclusion of marginalised communities, perspectives on what constitutes disaster risks and how these are best addressed are evidently changing towards accommodating more active involvement and participation from local communities and social groups (Zayas, et al., 2017).

The Hyogo Framework for Action 2005-2015, which had become the international blueprint for disaster reduction following the Indian Ocean Tsunami in 2004 (Priestley and Hemingway, 2007). Its successor, the Sendai Framework for Disaster Risk Reduction 2015-2030 developed during the Third World Conference on Disaster Risk Reduction is more explicit regarding the inclusion of marginalised communities, specifically the persons with disabilities, women and girls, children, and older people (UN, 2015). Besides, some other globally recognised frameworks with the inclusion of marginalised communities in disaster situations are Paris Agreement and Sustainable Development Goals.

Table 1: Analysis of the policies - desk study

Category	Policy Concern		Name of the policy		Global (G)/ National (N)		eration on Disaster ement (DM)/ alisation (M)	Key highlights considering post-disaster management/marginalised communities	
				G	N	DM	M		
01	Disaster Management & Marginalisation	ıen	P1: Guidelines for Gender Sensitive Disaster Management	✓		✓	✓	Identify basic and specific needs of women, disabled, and elderly in relief, rehabilitation, and recovery aids, aid distribution for women should be handled by women, protect women from violence and abuse, ensure women's access to psycho-social counselling, eliminate the head of the household concept, ensure women's participation in decision-making processes, raising women's empowerment and awareness of their rights	
		Women	P2: GFDRR Gender Action Plan 2016-2021	✓		✓	✓	Provide adequate access to sexual and reproductive health services after disasters, ensure women's access to psycho-social counselling, break down gender stereotypes, increase access to information and income-earning opportunities, capture gender-disaggregated and losses in post-disaster assessments, protection of safety and human rights for women and children, including sensitivity and attention to multiple forms of social marginalisation, ensure women's participation in decision-making processes	
		Older Adults	P3: Older people in disasters and humanitarian crises: Guidelines for best practice	✓		✓	✓	Check records in service facilities to find out if the expected numbers of older people have attended and, if not, the reason, build an 'outreach' approach to assessments, use the mutual support networks of older people to gather information, organise group meetings to allow older people to identify, address their problems and explore their capacities, ensure that they are represented on decision-making, provide training to the representatives to identify the most vulnerable members	
02	Marginalised communities	Women	P4: Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action	✓		✓		Provide assistance to coordinate, plan, implement, monitor and evaluate essential actions for the prevention and mitigation of Sexual Gender-based Violence (SGBV)	
			P5: Guidelines for District and Divisional Level Referral System SGBV		✓	✓		Offer standardised treatment for SGBV victims and support the survivor's recovery and inclusion into the community, formalise district and divisional referral channels to allow efficient coordination of service providers in delivering SGBV multi-sectoral response	
			P6: World Bank Group Gender Strategy 2016-2023	✓		✓		Bringing a gender lens to resilience and developing gender-smart solutions to climate change	
			P7: Gender Equality Strategy 2019- 2023 UNDP Sri Lanka		✓	✓		Strengthen gender-responsive strategies in disaster recovery	
			P8: 3 <sup>rd</sup> Global Gender Equality Strategy of UNDP 2018-2021		✓	✓		Strengthen gender-responsive strategies in disaster recovery, Increase women's participation and leadership in decision-making, Ensure that post-disaster needs assessments and recovery planning are gender-responsive	

Category	Policy Concern	Name of the policy		Global (G)/ National (N)		leration on Disaster gement (DM)/ nalisation (M)	Key highlights considering post-disaster management/marginalised communities	
Ü			G	N	DM	M		
	en —	P9: National Policy on Child Protection		✓	<b>√</b>		Strengthen activities and mechanisms to address protection threats to and recovery of children affected by disasters	
	Children	P10: National Policy on Youth		✓	$\checkmark$		Facilitate and recognise the participation of youth in national disaster situations	
	ਹੋ	P11: UNICEF Child Protection Strategy 2021 -2030	✓		✓		Oversee child protection coordination in all disaster contexts to mobilise and implement a complete response that prioritises community-led action	
		P12: Disability Inclusion Action Plan 2018–2023	✓		✓		Meaningful engagement of people with disabilities at all levels of disaster risk governance; building people's resilience; recovering and rebuilding in a way that truly translates into people's full inclusion and participation.	
	ilities	P13: The Convention on the Rights of Persons with Disabilities	✓		✓		To protect and assist people with disabilities in disaster situations	
	People with Disabilities	P14: Disability Policy Brief for Law Makers, Administrators and other Decision Makers		✓	✓		Inclusion of people with disabilities in the disaster management cycle, with consideration for their increased vulnerability during disasters	
	People w	P15: 1999 Special Educational Society (Incorporation) Act No. 3		✓	✓		Address disabled person's rehabilitation by offering educational services and involving them in social services, giving grants, providing relief aid and assistance, defending disabled people's rights, and providing nutritious food, medical facilities, vocational training, and employment	
		P16: National Policy on Disability for Sri Lanka		✓	×		- [Considered only about armed conflicts]	
	Adults	P17: National Elderly Health Policy Sri Lanka		✓	×		-	
	Older Adults	P18: WHO Guidelines on Integrated Care for Older People	✓		×		- [Considered only about home hazards]	
03	Disaster Management	P19: Sendai Framework for Disaster Risk Reduction 2015-2030	✓			✓	Require integration of gender, age, disability and cultural perspective in policies, practices, and programmes, promote inclusive risk-informed decision-making, empower children, youth, women and disabled people through adequate capacity-building measures, promote gender-equitable and universally accessible response, recovery, rehabilitation and reconstruction approaches, including older people in the policy design process, plans and mechanisms	
	Disas	P20: Hyogo Framework for Action 2005-2015	✓			✓	Ensure equal access to training and educational opportunities for women and vulnerable communities, strengthen the implementation of social safety-net mechanisms to assist	

Category	Policy Concern	Name of the policy		Global (G)/ National (N)		eration on Disaster ement (DM)/ alisation (M)	Key highlights considering post-disaster management/marginalised communities	
Ü			$\mathbf{G}$	N	DM	M		
							the elderly and disabled, improve recovery plans, including psychosocial training programmes for vulnerable communities, particularly children, in the post-disaster context, include gender perspective to DRM policies, plans, and decision-making	
		P21: National Policy on Disaster Management Sri Lanka		✓		✓	Provide special consideration to marginalised groups including persons with disabilities, senior citizens, pregnant women, and children, ensure the children can continuous education where necessary	
		P22: Paris Agreement	✓			✓	Promote the respective obligations on human rights, right to health, right to developmen of children, disabled people, and women, empower women and intergenerational equity	
		P23: Sri Lanka Disaster Management Act, No. 13 of 2005		✓		×	-	
		P24: GFDRR Strategy 2021-2025	✓			✓	Prioritise the generation of data relevant and accessible to marginalised communities, support inclusive and gender-responsive post-disaster assessments, scale-up inclusive disaster risk management by consolidating and connecting existing initiatives for community resilience, gender, citizen engagement, and disability-sensitive disaster risk management with broader policy and institutional actions at all levels, ensure all project financing public facilities in post-disaster reconstruction efforts are disability-inclusive, ensure that people with disabilities are considered in disaster-response	
		P25: National Emergency Operation Plan		<b>√</b>		✓	Pay special attention to the safety of women, children, the elderly, and disabled persons in the relief camps, the Ministry of Women and Child Affairs is responsible to collect information on children and women affected by the disaster to prepare programmes to assist them, the Ministry of Education is responsible to provide access to children to continuous education where necessary	
		P26: National Adaptation Plan for Climate Change Impacts in Sri Lanka 2016-2025		✓		×		
		P27: National Disaster Management Plan 2013-2017		✓		✓	Give special consideration to elderly people, children, disabled people, and gender/women	
		P28: Sri Lanka Comprehensive Disaster Management Programme 2014-2018		✓		✓	GN level plans need to be disability-inclusive and gender-sensitive, provide a foundation for organisations to collaborate on a single platform to mainstream gender concerns and the needs of disabled people, develop child and women-centred guidelines, collect disaster-affected gender and age-segregated data at all levels and share with relevant stakeholders, conduct awareness programmes for children, disabled, women, elders	

Category	Policy Concern	Name of the policy		Global (G)/ National (N)		eration on Disaster ement (DM)/ nalisation (M)	Key highlights considering post-disaster management/marginalised communities	
C			$\mathbf{G}$	N	DM	M		
		P29: Road Map for Disaster Risk Management in Sri Lanka		✓		*	-	
		P30: SPHERE Minimum Standards	✓			<b>✓</b>	Assess gender-related and power dynamics, and social marginalisation, set out policies including marginalised communities, ensure that marginalised and disadvantaged groups are appropriately represented in local leadership, pay attention to the needs of older people, women and girls, persons with disabilities and others who might be marginalised	
04		P31: The 2030 Agenda for Sustainable Development	✓		✓	✓	Build the disaster resilience of the poor and vulnerable people by 2030, promote disability-inclusive DRM, strengthen resilience adaptive capacity to natural disasters	
		P32: UNDP Strategic Plan (2018-2021)	✓		✓	✓	Strengthen resilience to better respond to disasters, ensure gender equality, empowerment of women and girls and meet the needs of vulnerable groups, as well as that no one is left behind	
	=	P33: UNDP Strategic Plan 2022-2025	✓		✓	✓	Strengthen countries and institutions to respond to natural disasters, leave no one left behind	
	General	P34: National Family Policy Sri Lanka		<b>√</b>	✓	✓	Address the special needs of women, elderly, disabled and children, give priority to the restoration of livelihoods in the recovery programmes, provide professional psychosocial support to children and the elderly, integrate mechanisms into the disaster management support systems to protect children and women from violations of their right to personal security, freedom from abuse, neglect and exploitation	
		P35: The Policy Framework and National Plan of Action to address Sexual and Gender-based Violence Sri Lanka 2016-2020		✓	✓	✓	Prevent SGBV in disasters, encourage timely response to victims via policy reforms and capacity building, provide gender-equitable relief aids, ensure availability and continuity of reproductive health services in disaster situations, facilitate psycho-social support, improve legislation and legal processes to address children's special needs in disasters	

Sources: (Special Educational Society (Incorporation) Act, 1999; Sri Lanka Disaster Management Act, 2005; HelpAge International, 2000; Ministry of Social Welfare, 2003; Disaster Management Centre, 2005; 2014; United Nations Office for Disaster Risk Reduction, 2005; Disaster Management Centre, 2015; Asia Pacific Forum on Women Law and Development, 2006; National Council for Disaster Management, 2010; Institute for Health Policy for the Ministry of Social Services, 2010; Ministry of Disaster Management, 2014; United Nations, 2014; 2015b; 2015a; 2016; Inter-Agency Standing Committee, 2015; World Bank Group, 2016; Global Facility for Disaster Reduction and Recovery, 2016; 2018; 2021; Ministry of Health, 2017; National Child Protection Authority, 2017; World Health Organisation, 2017; Sphere Association, 2018; United Nations Development Programme, 2018; 2019; 2021; Mendis and Perera, 2019; Ministry of Women and Child Affairs, 2020; United Nations Children's Fund, 2021)

Most of the global policies (e.g., Hyogo Framework, Sendai Framework) have considered gender equality, social inclusion, fragility, conflict and violence, as well as potential to leverage additional financing as cross cutting themes.

### 3.2 POLICIES RELATED TO DISASTER MANAGEMENT IN THE SRI LANKAN CONTEXT

Sri Lankan disaster management strategies are mainly governed by several policies and frameworks. All of the policies are based on the principle of creating a disaster risk-free environment for communities. Several policies are based on international standards and they are also localised according to the disaster contexts. The National Policy on Disaster Management is a core component of Sri Lanka's national regime for disaster management and the legal basis for the Policy, and all other core elements of Sri Lanka's disaster management regime is the Act. Under the "Equality, diversity, and inclusion" section of the policy, special consideration is given to the marginalised communities including people with disabilities, older people, pregnant women, and children. Besides, attention has been given to gender equality, in particular the empowerment of girls and women under a special subsection of the policy (National Council for Disaster Management, 2010). However, no specific concern for marginalised communities can be found in the Disaster Management Act. The Disaster Management Act has given only a general guideline for the disaster management mechanism in Sri Lanka and it has not specifically mentioned the roles and responsibilities of the stakeholder organisations (Sri Lanka Disaster Management Act, 2005). Besides, Steele, et al. (2007) revealed that the Act has not mentioned the provincial, district, divisional, local, and village level government agencies and their roles and responsibilities in managing disasters. Supporting, Amaratunga, et al. (2020) claimed that the role of these stakeholders is not defined clearly by any of the governing policies/frameworks. The DMC was endowed with the task of preparing the National Emergency Operational Plan (NEOP) as required by the Act and for easy reference, the NEOP was prepared as Volume I and Volume II. Nevertheless, NEOP does not address the Post Disaster recovery needs and "Build Back Better" approach in the implementation of early recovery plans yet initiating Post Disaster Need Assessment and restoration of essential services are addressed by NEOP.

### 3.3 POLICIES RELATED TO MARGINALISED COMMUNITIES IN THE GLOBAL CONTEXT

When reviewing the policies on marginalised communities in a global context, the majority of them are aligned with international disaster management policies. The GFDRR Gender Action Plan 2016-2021 retains a strong alignment with the Sendai Framework for Disaster Risk Reduction 2015–2030, the Paris Agreement, the 2030 Agenda for Sustainable Development, as well as the World Bank's Gender Strategy. Besides, the Disability Inclusion Action Plan 2018–2023 contributed to the World Bank's Ten Commitments on Disability Inclusive Development. Besides, this NEOP of Sri Lanka has made its best efforts to adhere to the SPHERE Minimum Standards in Disaster Relief & Response. The NEOP adheres to the SAARC agreement on emergency response, which was signed by all SAARC countries to support each other during major emergency situations through lateral agreements entered into by the government with countries in the Asian Region.

### 3.4 POLICIES RELATED TO MARGINALISED COMMUNITIES IN THE SRI LANKAN CONTEXT

Table 1 illustrates the policies targeting women outnumber those affecting other marginalised communities. The only guidelines discovered that are particularly concerned with post-disaster situations are Older People in Disasters and Humanitarian Crises: Guidelines for Best Practice and Guidelines for Gender Sensitive Disaster Management. The requirements of women are underlined throughout the post-disaster setting in the Guidelines for Gender Sensitive Disaster Management. However, the National Policy on Disability for Sri Lanka and the National Elderly Health Policy Sri Lanka have not paid special attention to natural disaster situations.

#### 3.5 DISCUSSION

Table 2 summarises the explicit linkage between post-disaster management and marginalisation based on all policies discovered during the desk study.

Table 2: The explicit linkages between disaster and marginalisation based on policy review

Category	Policy Co	Global	National	Link to Post- disaster Management	Link to Marginalisation	
01	Disaster	Women	P1, P2		✓	✓
	Management & Marginalisation	Older Adults	Р3		✓	✓
02	Marginalised communities	Women	P4, P6	P5, P7, P8	✓	
		Children	P11	P9, P10	$\checkmark$	
		People with	P12, P13	P14, P15	✓	
		disabilities		P16	*	
		Older		P17	*	
		Adults	P18		*	
03	Disaster Manage	ment	P19, P20, P22, P24, P30	P21, P25, P27, P28		✓
				P23, P26, P29		×
04	General		P31, P32, P33	P34, P35	✓	✓

In the above-summarised interpretation of the desk study (Table 2), it can be realised that some of the marginalised community-related internationally established (P18) and nationally established (P16 and P17) policies have not been considered in managing disaster situations. Besides, some national policies related to disaster management (P23, P26, and P29) have not considered the inclusion of marginalised communities in their

policies. It is further revealed through the desk study that both global and local policies have not paid much attention to the intersectionalities in the post-disaster context.

It was revealed through the desk study that the policies related to disaster management and marginalised communities in Sri Lanka need updating, with a special concern for post-disaster circumstances. According to Amaratunga, et al. (2020), the National Policy on Disaster Management, the National Disaster Management Plan, the NEOP, and the Sri Lanka Comprehensive Disaster Management Programme are mainly based on the Hyogo Framework for Action, which was developed with targeting only for 2005 to 2015. Therefore, these documents need to adopt the vision of the Sendai Framework, the Paris Agreement, and the Sustainable Development Goals. Besides, the effective policies utilised in the global context can be referred to as a good practice transfer in the Sri Lankan context in order to improve the inclusivity of marginalised communities in the post-disaster context.

### 4. CONCLUSIONS AND WAY FORWARD

The study has gathered a deep understanding of the explicit connections between the policies related to post-disaster management and marginalised communities. It has become abundantly evident that disasters have a disproportionate impact on affected communities, with the most marginalised often suffering the brunt of the consequences. As a result, it is vital to explicitly consider these marginalised communities in policy formulation in order to manage post-disaster situations effectively. Given the foregoing realities, policy refinement in order to improve the inclusivity of marginalised communities in the post-disaster context in Sri Lanka is crucial. Furthermore, while there are policies that address marginalised communities to some extent in the disaster management context in Sri Lanka, it is clear that there are gaps in policy implementation since there is an exclusion of marginalised people in post-disaster situations currently in Sri Lanka. As a result, it is critical to investigate the degree of execution of those policies. As a way forward, the level of implementation and barriers to implementing the policies and frameworks related to disaster management and marginalised communities will be thoroughly assessed using primary data collection.

### 5. ACKNOWLEDGEMENT

Authors greatly acknowledge the financial support provided by the Senate Research Committee of University of Moratuwa under the Grant SRC/LT/2021/14.

### 6. REFERENCES

Agrawal, A. and Gupta, K., 2005. Decentralization and participation: the governance of common pool resources in Nepal's Terai. *World Development*, 33(7), pp. 1101-1114.

Amaratunga, D., Malalgoda, C., Haigh, R. and De Silva, A., 2020. How do we organise for disaster risk reduction and resilience? A study on disaster reduction and management governance profile of Sri Lanka. United Kingdom: University of Huddersfield.

Asia Pacific Forum on Women Law and Development, 2006. *Guidelines for gender sensitive disaster management*. [Online] Available from: https://www.iknowpolitics.org/sites/default/files/guidelines\_gender\_sensitive\_part1.pdf [Accessed 4 June 2022].

Bingham, I.J., Hoad, S.P., Lang, B., Philpott, H., Stobart, R., Thomas, J., Barnes, A.P., Ball, B.C., Knight, S. and Kightley, S., 2012. *Desk study to evaluate contributory causes of the current yield plateau in* 

- wheat and oilseed rape. [online] Available from: https://ahdb.org.uk/desk-study-to-evaluate-contributory-causes-of-the-current-yield-plateau-in-wheat-and-oilseed-rape [Accessed 4 June 2022].
- Burnside-Lawry, J. and Carvalho, L., 2016. A stakeholder approach to building community resilience: Awareness to implementation. *International Journal of Disaster Resilience in the Built Environment*, 7(1), pp. 4-25.
- Chandrasekhar, D., Zhang, Y. and Xiao, Y., 2014. Nontraditional participation in disaster recovery planning: Cases from China, India, and the United States. *Journal of the American Planning Association*, 80(4), pp. 373-384.
- Cordaid, 2020. Step-by-step guide to inclusive resilience. The Hague, Netherlands.
- Cretney, R.M., 2018. Beyond public meetings: Diverse forms of community led recovery following disaster. *International Journal of Disaster Risk Reduction*, 28, pp. 122-130.
- Crisp, D.T., 1981. A desk study of the relationship between temperature and hatching time for the eggs of five species of salmonid fishes. *Freshwater Biology*, 11(4), pp. 361-368.
- Disaster Management Centre, 2005. *Towards a Safer Sri Lanka: A Road Map for Disaster Risk Management*. [Online] Available from: https://www.preventionweb.net/files/17954\_goslroadmapdismanagcentre.pdf [Accessed 14 March 2022].
- Disaster Management Centre, 2014. Sri Lanka National Disaster Management Plan 2013 2017. Colombo, Sri Lanka.
- Disaster Management Centre, 2015. *National Emergency Operation Plan Volume 1 (NEOP)*. [Online] Available from: https://www.unlocked.lk/wp-content/uploads/2019/06/NEOP-Volume-1.pdf [Accessed 4 June 2022].
- Ferretti, S. and Khamis, M., 2014. *Inclusive disaster risk management*. [Online] *INCRICD South Asia*. Available from: https://www.preventionweb.net/files/submissions/44425\_incrisdframeworktoolkit.pdf [Accessed 4 June 2022].
- Global Facility for Disaster Reduction and Recovery, 2016. *Gender Action Plan 2016-2021*. [Online] Available from: https://www.gfdrr.org/sites/default/files/publication/gender-action-plan-2016-2021.pdf [Accessed 4 June 2022].
- Global Facility for Disaster Reduction and Recovery, 2018. *Disability Inclusion Action Plan 2018-2023*. [Online] Available from: https://www.gfdrr.org/sites/default/files/Draft Disability Inclusion Action Plan.pdf [Accessed 4 June 2022].
- Global Facility for Disaster Reduction and Recovery, 2019. *Joint communique on inclusion for resilient recovery*. [Online] World Reconstruction Conference 4. Available from: https://www.gfdrr.org/en/WRC4/communique [Accessed 10 October 2021].
- Global Facility for Disaster Reduction and Recovery, 2021. *GFDRR strategy 2021-2025: Scaling up and mainstreaming resilience in a world of compound risks.* Washington, D.C.
- Hamideh, S., 2020. Opportunities and challenges of public participation in post-disaster recovery planning: Lessons from Galveston, TX. *Natural Hazards Review*, 21(4), pp.1-16.
- HelpAge International, 2000. Older people in disasters and humanitarian crises: Guidelines for best practice. London.
- Institute for Health Policy for the Ministry of Social Services, 2010. *Family Policy for Sri Lanka*. [Online] Available from: https://www.ihp.lk/publications/docs/familypolicyforSL.pdf [Accessed 4 June 2022].
- Inter-Agency Standing Committee, 2015. Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action: Reducing risk, promoting resilience and aiding recovery. [Online] Available from: http://gbvguidelines.org/wp-content/uploads/2015/09/2015-IASC-Gender-based-Violence-Guidelines lo-res.pdf [Accessed 4 June 2022].
- Islam, E., Wahab, H.A. and Benson, O.G., 2020. Structural and operational factors as determinant of meaningful community participation in sustainable disaster recovery programs: The case of Bangladesh. *International Journal of Disaster Risk Reduction*, 50.
- Khombe, M.L., 2014. A desk study of the education policy implications of using data from multiple sources: Example of primary school teacher Ssupply and demand in Malawi. [Online] Brigham Young University. Available from: https://scholarsarchive.byu.edu/etd/4366 [Accessed 4 June 2022].
- Kingdon, J.W., 2003. Agendas, Alternatives, and Public Policies. 2nd ed. New York: Longman Publishing.

- Mannakkara, S., Wilkinson, S. and Francis, T.R., 2014. "Build Back Better" principles for reconstruction. In: *Encyclopedia of Earthquake Engineering*. Berlin, Heidelberg: Springer Berlin Heidelberg. pp. 1-12.
- Mannakkara, S. and Wilkinson, S.J., 2015. Supporting post-disaster social recovery to build back better. *International Journal of Disaster Resilience in the Built Environment*, 6(2), pp. 126-139.
- Mendis, P. and Perera, B., 2019. Disability Policy Brief for Law Makers, Administrators and other Decision Makers. [Online] Available from: http://ices.lk/wp-content/uploads/2019/11/Disability-Policy-Brief-ENGLISH.pdf?fbclid=IwAR2GsOQJtGypdLHREpepOomvsAwyVLBeqpkHkX1PKFvd9bcs\_kux7y OezGU [Accessed 4 June 2022].
- Ministry of Disaster Management, 2014. *Sri Lanka comprehensive disaster management programme 2014-2018*. [online] Available from: http://www.disastermin.gov.lk/web/images/pdf/slcdmp english.pdf.
- Ministry of Health, 2017. *National elderly health policy of Sri Lanka*. [Online] Available from: http://www.health.gov.lk/moh\_final/english/public/elfinder/files/publications/publishpolicy/27\_Elderly Care Policy.pdf [Accessed 4 June 2022].
- Ministry of Social Welfare, 2003. *National policy on disability for Sri Lanka*. [Online] Battaramulla. Available from: http://67.199.83.28/doc/NatPolicyDisabilitySep2003srilanka1.pdf [Accessed 4 June 2022].
- Ministry of Women and Child Affairs, 2020. *Guidelines for district and divisional level referral system sexual and gender-based violence*. [Online] Available from: http://www.childwomenmin.gov.lk/storage/app/media/Final SGBV Referral Guidelines\_ English-EDT 24.05.2021 hg compressed.pdf [Accessed 4 June 2022].
- National Child Protection Authority, 2017. *National policy on child protection*. [Online] Available from: www.childprotection.gov.lk [Accessed 4 June 2022].
- National Council for Disaster Management, 2010. *National policy on disaster management*. Colombo, Sri Lanka.
- Porter, K.M.P., Rutkow, L. and McGinty, E.E., 2018. The importance of policy change for addressing public health problems. *Public Health Reports*, 133(1), pp. 9-14.
- Priestley, M. and Hemingway, L., 2007. Disability and disaster recovery. *Journal of Social Work in Disability & Rehabilitation*, 5(4), pp. 23-42.
- Scott, J. and Marshall, G. eds., 2009. Oxford dictionary of sociology. Oxford: Oxford University Press.
- Sharma, A., 2014. *Disaster risk management: Inclusive*. [Online] Kathmandu. Available from: https://reliefweb.int/sites/reliefweb.int/files/resources/actionaid\_inclusion\_paper\_final\_170614\_low.p df [Accessed 4 June 2022].
- Sledge, D. and Thomas, H.F., 2019. From disaster response to community recovery: Nongovernmental entities, government, and public health. *American Journal of Public Health*, 109, pp. 437-444.
- Special Educational Society (Incorporation) Act, 1999. [Online] Available from: http://www.commonlii.org/lk/legis/num\_act/sesa3o1999462/ [Accessed 14 March 2022].
- Sphere Association, 2018. The sphere handbook: Humanitarian charter and minimum standards in humanitarian response. 4th ed. Geneva, Switzeland.
- Sri Lanka Disaster Management Act, 2005. [Online] Available from: http://www.disastermin.gov.lk/web/images/pdf/DMACTNO13\_E.pdf [Accessed 4 June 2022].
- Steele, P., Knight-John, M., Rajapakse, A. and Wickramasinghe, K.S.K., 2007. Disaster management policy and practice: Lessons for government, civil society, and the private sector in Sri Lanka. Colombo: Institute of Policy Studies of Sri Lanka.
- United Nations, 2014. *Convention on the rights of persons with disabilities*. [Online] Available from: https://www.un.org/development/desa/disabilities/convention-on-the-rights-of-persons-with-disabilities.html [Accessed 4 June 2022].
- United Nations, 2015a. *Sendai framework for disaster risk reduction 2015-2030*. [Online] Available from: https://www.preventionweb.net/files/43291 sendaiframeworkfordrren.pdf [Accessed 4 June 2022].
- United Nations, 2015b. *The 2030 agenda for sustainable development*. [Online] Available from: https://www.unssc.org/sites/default/files/2030\_agenda\_for\_sustainable\_development\_kcsd\_primer\_en .pdf [Accessed 4 June 2022].

- United Nations, 2016. *Paris agreement*. [Online] Paris. Available from: https://www.un.org/en/climatechange/paris-agreement [Accessed 4 June 2022].
- United Nations Children's Fund, 2021. *Child Protection Strategy*. [Online] Available from: https://www.unicef.org/media/104416/file/Child-Protection-Strategy-2021.pdf [Accessed 4 June 2022].
- United Nations Development Programme, 2018. *Gender equality strategy 2018-2021*. [Online] New York. Available from: https://www.undp.org/publications/undp-gender-equality-strategy-2018-2021 [Accessed 4 June 2022].
- United Nations Development Programme, 2019. *Gender equality strategy*. [Online] Colombo. Available from: https://www.lk.undp.org/content/srilanka/en/home/gender-equality.html [Accessed 4 June 2022].
- United Nations Development Programme, 2021. *UNDP strategic plan 2022-2025*. [Online] New York. Available from: https://www.undp.org/sites/g/files/zskgke326/files/2021-09/UNDP-Strategic-Plan-2022-2025\_1.pdf [Accessed 14 March 2022].
- United Nations Office for Disaster Risk Reduction, 2005. *The Hyogo framework for action 2005-2015:* Building the resilience of nations and communities to disasters. [Online] Available from: https://www.unisdr.org/2005/wcdr/intergover/official-doc/L-docs/Hyogo-framework-for-action-english.pdf.
- Vernick, J.S., 2006. Injury prevention policy forum. Injury prevention, 12(6), pp. 382-384.
- World Bank Group, 2016. World Bank Group Gender Strategy 2016-2023. [Online] Washington DC. Available from: https://www.gfdrr.org/sites/default/files/publication/wbg-gender-strategy-2016-2023.pdf [Accessed 4 June 2022].
- World Health Organisation, 2017. Integrated care for older people: Guidelines on community-level interventions to manage declines in intrinsic capacity. Geneva.
- Zayas, J., Garcia, J.C., Lacsamana, L., Garcia, F.D. and Alburo-Canete, K.Z., 2017. *Build back better: Making inclusion work in disaster recovery in the aftermath of Typhoon Haiyan*. [Online] *Women with Disability Leap to Economic and Social Progress*. Available from: https://www.preventionweb.net/files/submissions/65859\_buildbackbettermakinginclusionworkindisast errecoveryintheaftermathoftyphoonhaiyan.pdf [Accessed 4 June 2022].