# Indonesia-Integrated Community-Based Risk Reduction Project

# Background

#### **Disaster Context**

**National:** Indonesia is a country comprised of 17,508 islands scattered over an area of 5.2 million square kilometres, with 80,000 kilometres of coastline, and a population of 210 million people. The Indonesian archipelago is located where three tectonic plates meet(the Eurasian Continental Plate, India-Australian Oceanic Plate, and Pacific Oceanic Plate) and is called the Pacific Rim Ring of Fire. Consequently, Indonesia is prone to a wide range of geological hazards, such as volcanic eruptions, earthquakes, tsunamis, and landslides. Other potential natural hazards include floods, fires, droughts, tidal waves, cyclones, and tropical storms. According to the *Centre for Research on the* Epidemiology of Disasters, more than 19 million people have been affected by 309 disasters in the last two decades (1980 – 2009).

While there are no exact figures available, it has been widely reported that women and children make up the majority of disaster victims. For example, according to the research conducted by OXFAM, World Vision and Flower Aceh as cited by Suleeman in "Inong Aceh di Tanoh Nusantara", during the 2004 Indian Ocean tsunami women accounted for 60-75 per cent of the total number of people killed.<sup>1</sup>

ACRONYMS	
ARC	Australian Red Cross
BRR	Badan Rehabilitasi & Rekonstruksi Aceh
	Nias (Rehabilitation & Reconstruction
	Agency for Aceh-Nias)
CBAT	Community Based Action Teams
CDMC	Community Disaster Management
	Committee
GDI	Gender Development Index
GEM	Gender Empowerment Measures
VCA	Vulnerabilities Capacities Assessment
IFRC	International Federation of Red Cross and
	Red Crescent Societies
ICBRR	Integrated Community Based Risk Reduction
PMI	Indonesia Red Cross





Aceh: Aceh is the westernmost province of Indonesia and is inhabited by a population of 4.074 million people (2.054female and 2.020male).<sup>2</sup> Aceh's population is mainly Muslim and the province has adopted Sharia Law since 1999, widely implementing it in the last two years. The main sources of income for the residents are agriculture, forestry (timber, rattan), fisheries, business and services such as government and the private sector. The province endured a 30-year conflict which only concluded with the signing of a peace agreement in August 2005 by the Government of Indonesia

<sup>1.</sup> Suleeman, Evelyn (2009), "Inong Aceh di Tanoh Nusantara", UNIFEM et al | 2. National Socio Economic Survey 2006 | 3. World Bank (2006), "Aceh Poverty Assessment: the Impact of the Conflict, the Tsunami, and Reconstruction on Poverty in Aceh" | 4. BRR and Partners (2006), "Aceh and Nias – Two Years after the Tsunami", Progress Report, Jakarta/Banda Aceh. | 5. World Bank (2006), "Aceh Poverty Assessment: the Impact of the Conflict, the Tsunami, and Reconstruction on Poverty in Aceh"

and the Free Aceh Movement group. The conflict had a devastating impact on the province, including loss of human life, deterioration of the economy and disruption of public services. Aspinall (2005) estimates that about 15,000 people died in the conflict.

Despite its rich gas and other natural resources, Aceh has historically been one of the poorest provinces in Indonesia. In 2004, poverty in pre-tsunami Aceh was at 28.4 per cent of the population, which was substantially higher than the 16.7 per cent rate of the rest of Indonesia.<sup>3</sup>

On 26 December 2004, an earthquake measuring 9.0 on the Richter scale struck the province. The resulting tsunami leaving, 130,000 people dead, 37,000 missing, and an additional 500,000 people displaced (BRR, 2006). Damage and losses were estimated at 4.8 billion US dollars.4 Poverty levels in Aceh increased in the aftermath of the tsunami to 32.6 per cent, but by 2006 they had declined to below pre-tsunami levels of 26.5 per cent. This was in part due to reconstruction activities and the end of the conflict.5

#### **Gender Context**

Indonesia is among the lowest ranking countries in South-East Asia on United Nations Development Programme's Gender Development Index (GDI) and Gender Empowerment Measure (GEM). The 2009 Human Development Report ranked Indonesia 93rd among 155 countries on the GDI and 96th out of 109 countries on the GEM, though there is considerable variation between Indonesia's 33 provinces. The Government of Indonesia ratified the Convention on the Elimination of All Forms of Discrimination against Women in 1984. Since then, there has been continued development and progress in government strategy and policies towards promoting gender equality and equity as well as ensuring protection for women and children. Under the technical coordination of the Ministry for Women's Empowerment and Child Protection, different efforts have been made and strategies implemented to promote gender equality and protection for women and children in the country. Despite the progress made, gender gaps remain in different sectors of development. Several key gender-related indicators referenced in the Human Development Report 2009 and Indonesian Demography and Health Survey (DHS) 2007 are presented below:

- According to the DHS 2007 the maternal mortality rate in Indonesia is high at 228 deaths per 1,000 live births, but it has decreased slightly from the period of 1998 – 2003 which was at 307 deaths per 100,000 live births.
- Trafficking cases are reaching 7,000 a year.<sup>6</sup>
- Female adult literacy rate is 88.8 per cent, lower than that of men at 95.2 per cent.
- The ratio for gross enrollment in education of women is 66.8 per cent while for men it is 69.5 per cent.
- The ratio of estimated female to male earned income is 0.44 (women 2.263 PPP\$ while men 5.163 PPP\$).
- Only 12 per cent of parliament seats are filled by women.
- Women account for only 14 per cent of legislators, senior officials and managers.
- Women hold only 11 per cent of ministerial positions.

**Aceh:** The GDI and GEM rankings for Aceh are far below the national average at 70.35 and 40.3 respectively.7

Both the conflict and the tsunami significantly changed gender roles and dynamics within Acehnese society. For example, data from the national socio-economic survey 2003–2006 shows that the percentage of single female-headed households in Aceh has steadily increased across the province with three conflict hotspot districts (Pidie, Bireun, & Aceh Utara) recording more than 20 per cent of households headed by women. The data also reveals that the majority of the women became the head of household because of the death of their husbands. It is important to note that this figure is higher than the national average of 17 per cent, which is based on a 2007 statistic. Women who become the head of the household are forced to concentrate on earning for the family, which in turn marginalizes their position in the public sphere.8

In the past, Aceh was recognized as having a high number of women involved in politics and holding powerful positions. Conversely, the involvement of Acehnese women in politics is now very limited. While the Government of Indonesia has enacted Law no. 12/2003 which requires a 30 per cent quota of women in elections of national and local parliament members, as well as law no. 2/2008 that obligates political parties to have 30 per cent of their boards and governance structures at all levels be

female, the results have not been very encouraging. As of 2008, only 5 per cent (3 out of 65) of the Aceh provincial parliament members are women, 9 which is lower than national figure of 8.5 per cent.

Additionally, the implementation and strict interpretation of Sharia Law has limited the freedom women have to exercise their rights. For example, in all government and private offices and schools and universities, women are obliged to cover their heads and are prohibited from wearing tight or transparent clothing that exposes their body. Military and police raids enforce this policy and those who fail to follow the regulation receive sanctions.<sup>10</sup>

Such gender gaps can also be seen in the dominance of males in village leadership structures and in public and community level decision-making processes, as well as in the lack of confidence the majority of women have at the community level to express their views.

Given this context, the signing of the peace agreement and tsunami rehabilitation and reconstruction efforts have provided opportunities to mainstream gender awareness more intensively and broadly. This is evident from the commitment of the Rehabilitation & Reconstruction Agency for Aceh-Nias (BRR), to promote gender responsive programming as stated in their Gender Policy called: Kebijakan dan strategi Mengedepankan Kesetaraan Jender dalam proses rehabilitasi dan rekonstruksi di NAD-NIAS (Gender Policy & Strategy Paper, BRR 2006). It can also be seen in the Aceh Recovery Framework (Rencana Pembangunan Jangka Menengah-RPJM) for 2008 – 2011. There have also been many other improvements at the policy level, including enhancing the status of the Provincial Women's Empowerment Bureau to a Women's Empowerment Body and the issuance of Qanun (local law) on women's empowerment and protection. At the community level, the presence of international and national agencies has provided wider access to public activities for women as well as improved their capacities in different technical areas.11

# **Project Overiew**

Integrated Community-Based Risk Reduction (ICBRR) is a five-year project implemented by the Indonesia Red Cross (PMI) in partnership with the American Red Cross (ARC). The ICBRR project aims to enhance the capacity of communities and PMI (at National

Headquarters, chapters, and branches) to prepare for and respond to disasters. Implemented in 100 villages and 75 schools within four target districts of Aceh (Sabang, Aceh Besar, Banda Aceh, and Aceh Jaya), the project has four main objectives:

- Build the disaster preparedness and response capacity of targeted villages.
- 2. Develop the disaster management capacity of targeted schools by conducting disaster preparedness & risk reduction sessions for the students.
- 3. Enhance the disaster management capacity of PMI at the national, provincial, and district and sub-district levels.
- 4. Strengthen the local government disaster management capacity and research capability in disaster risk reduction.

Under Objective 1, the project established, trained and equipped Community Disaster Management Committees (CDMC) consisting of key village leaders, and village disaster response teams called Community-Based Action Teams (CBAT). The CDMC is responsible for overseeing and coordinating project implementation at the village level, as well as for responding when a disaster strikes. The CBAT helps in project implementation and supports the CDMC in providing disaster response. In line with the results of the hazard Vulnerability Capacity Assessment (VCA), the project consulted with community members to develop a Community Action Plan and a Community Contingency Plan. Furthermore, the project also conducted regular risk reduction awareness activities, and formulated a disaster mitigation plan in accordance with the Community Contingency Plan. The project also provided communities with a small amount of funding (around 1, 000 US dollars) that can be used by community members to respond to smallscale disasters at the village level. This Community Contingency Fund is managed by the village committee and is meant to be replenished by the community regularly.

Objective 2 of the project established and trained school disaster management committees consisting of school principals and school committee members (parents) to oversee the implementation of the project at the school level, and created school disaster response teams composed of teachers and male and female students. In addition, the project also developed school contingency plans based on

the results of the hazard VCA results, and conducted risk reduction awareness sessions and disaster drills.

Under Objective 3, the project provided training on basic disaster management, emergency disaster response and preparedness, ICBRR, early warning systems and community participatory techniques to the staff and volunteers of PMI chapters and branches. The branch disaster response teams, called Satgana, were also given training, materials and equipment to strengthen their disaster preparedness and response capacity.

Finally, under Objective 4, the project worked with the Tsunami Disaster Management & Research Center of Syiah Kuala University to strengthen local governments' disaster management capacity and research efforts in risk reduction.

### **Gender Consideration**

#### **Overall Design**

PMI is aware that the differences in men's and women's roles and status in Indonesia, as well as between different social and economic groups, result in natural disasters affecting some men and women more, and in different ways, than others. This is why PMI has committed itself to mainstreaming gender throughout its operations. In accordance with the IFRC Gender Policy, PMI developed a five-year gender mainstreaming strategy paper called Strategi dan Pendekatan Sensitivitas Gender in 2008 to guide the implementation of gender mainstreaming into all disaster management activities. The National Society has provided gender awareness training for some of its key personnel and integrated gender into all of its programme policies, materials, modules, and tools.

In 2009 and 2010, PMI reviewed the accomplishments and gaps of its gender strategy. The review noted that while there had been positive achievements in terms of mainstreaming gender into policies, guidelines and tools, the extent and quality of implementation varied across the 33 chapters. PMI also recognized the absence of a monitoring system as a weakness, resulting in under-reported progress. Based on the review, the strategy was updated and a one-year action plan(2009–2010) was developed. Since then, PMI has further disseminated and integrated its gender policies into different disaster management-related meetings, planning processes and training programmes. Additionally, the National Society has developed gender checklists for all stages of the disaster management cycle to guide its teams working in the field.

Within this broader context, in 2009 the project conducted an internal gender review of the programme with the technical support of the ARC gender advisor. The review identified many good practices in regard to gender integration in the project, though several gaps and challenges were also found. This led to the inclusion or strengthening of the following key gender recommendations:

- Consult with both men and women during needs assessments and consider their different cultural roles and needs in the design process.
- Encourage more female community members to participate in CBAT as well as CDMC.
- Develop a gender checklist to guide the team in mainstreaming gender in all project activities.
- Continue collecting sex-disaggregated data and analyze and report on it on a quarterly basis.
- Integrate gender perspectives into the project logframe
- Work with Monitoring and Evaluation to review the monitoring system so that it captures the qualitative progress of gender equality promotion and reflect this progress in reports.
- Review all project activity guidelines to ensure gender perspectives are considered in the documents; this should be done by the project team with technical support from the Senior Gender Officer.
- Conduct regular site visits and provide technical assistance to the project team on how to integrate gender into ICBRR activities; this should be done by the ARC Senior Gender Officer.

#### **Needs Assessment and Vulnerability Targeting**

The project collected detailed gender-related information from the participating communities in order to be able to address the different needs, concerns and capacities of both the male and female beneficiaries. ICBRR conducted hazard VCAs using a wide range of participatory assessment tools and techniques including Focus Group Discussion, Participatory Rural Appraisal, transect walks, to map out existing and potential hazards, vulnerabilities, and capacities in the target communities. These were facilitated by PMI staff and volunteers who were trained beforehand. PMI normally assigns one female and one male facilitator to do the assessments, and in some locations separate meetings were held with men's and women's

groups, either due to a request by the community because of Sharia, or because women did not feel comfortable speaking in a meeting where men were present.

The VCA guidelines and tools incorporated gender perspectives. For example, the guidelines consistently mentioned the need to collect sexdisaggregated data and reminded facilitators to be aware of social, cultural and religious barriers which could prohibit certain groups from expressing their ideas freely. Additionally, in the VCA manual, one of the modules outlined three different tools for carrying out gender analysis: gender-based analysis of social and environmental issues management, gender-based economic analysis, and gender-based analysis of disease and disaster management. While these tools were useful in guiding PMI staff and volunteers in conducting the hazard VCAs, less experienced PMI community facilitators had difficulty gathering detailed information on gender differences and dynamics.

While some hazard VCA reports were very comprehensive in regards to how men and women were exposed to, affected by, and coped with potential hazards differently, and how the vulnerabilities and capacities of men differed from those of women, others lacked depth in their analysis. This was mainly due to the varied capacity of the staff and volunteers facilitating the assessment process. To deal with this problem, the project team reviewed all of the reports, conducted refresher trainings on community participatory assessment techniques - including data collection and analysis - and then updated both the data and the reports. Based on this updated hazard VCA, the community action plan was adjusted.

Women's participation in decision-making: As was outlined in the project overview, the project established CDMCs and CBATs to ensure ownership and sustainability. In doing so, rather than create a new structure which would be unlikely to last beyond the programme, the existing village leadership structure (Tuha Peut or Tuha Lapan), was utilized. However, this was typically dominated by men. Recognizing the importance of having female representation, the project team went to the village heads to advocate for increased participation by women. At first, leaders agreed to have women participate in the CDMCs, although no quotas were set. Subsequently, a quota of a minimum of 30 per cent female CBAT members was also agreed upon and was eventually included in the programming guidelines.

Despite this agreement, in some areas it proved challenging to engage and convince women to take on such roles, as well as to gain the acceptance from those in power. As such, the team continuously advocated with village stakeholders and educated community members on the importance of men and women working together in order to create a safer and more resilient community. Besides advocacy and the improved guidelines, National Society volunteers also approached potential female candidates to encourage them to register and become more involved. As a result, 46 per cent of CBAT members (1,312 out of 2,826) are now women, and 10 per cent of village CBAT teams are chaired by women (10 out of 100). Though all village CDMCs have male chairmen, 10-30 per cent of their members are women.

In Lamdingin village of Banda Aceh district, where most of the men work as government officials, the hazard VCA result shows that women prefer to have the meetings and other project activities in the morning (9.00-11.00 am) or afternoon (2.30 - 4.00 pm) when their children are either at or have returned from school and their husbands are either at or have returned from work. Meanwhile, men prefer to meet in the afternoon (3.00 - 5.00pm) or in the evening (8.00 pm - 10.00 pm).

Disaster preparedness, mitigation and contingency planning: Gender proved to be a critical factor in developing effective community-level evacuation systems. As previously mentioned, the results of the hazard VCA were used as the basis for action planning, including evacuation and contingency plans. Initially, however, the gender analysis in some of the hazard VCAs was not strong. In several places, when evacuation plans were tested with drills, it was found that many people - especially women and children - could not reach the designated safe place on time (within 10 minutes). The 2009 gender review revealed that the safe place location and the time required to reach it were decisions that had been made by, and tested on, men alone. As a result of this important discovery, the plans were revised and re-tested in consultation with both men and women, achieving a far better result.

Additionally, during disaster mitigation planning, several communities in the Aceh Besar and Aceh Jaya districts proposed constructing a stairway

as part of an evacuation route to a hill they had identified as a safe location in case of a flood or tsunami. After consulting with women during the gender review, the stairway was re-designed to include a handrail and to reduce the height of the steps in order to facilitate its use by women holding babies, the elderly, children and the disabled.

Research activities: As part of the effort to better understand gender dynamics in Aceh, research supported by the ICBRR, in partnership with the Tsunami Disaster Management Research Center, is assessing the impact gender awareness interventions have in changing gender roles and dynamics in fishing communities of Aceh Besar

- 1. Nurul, a volunteer in Paya Seunarah, expressed her happiness at being the chair of the CBAT in her village. She said that it helps improve her confidence, network, and relationship with the community while at the same time provides her with an opportunity to do something for her community.
- 2. The head of Jaboi village, who also serves as a CDMC head, acknowledges that the involvement of women in CBATs and CDMCs has improved the effectiveness of the project and made his job a lot easier.

#### **Gender Equality among Staff and Volunteers**

More than 30 per cent of ICBRR project team members are female (144 men, 77 women). In project team recruitment, PMI gave equal opportunities to both male and female candidates. However, not many women applied for, or were willing to take, the positions. Furthermore, priority was given to current PMI volunteers (who were mostly men) when selecting staff. However, it is difficult to recruit staff from outside of PMI volunteer networks as compensation is not very competitive, even though this would most likely result in the identification of more female candidates.

#### **Staff Capacity-Building and Accountability**

In order to assist the team in implementing gendersensitive programming, the ARC provided gender awareness and analysis training to all PMI staff and volunteers involved in the project. However, it is

important to note that one training course alone is not enough to enhance gender awareness, or to develop gender analysis and gender-sensitive implementation skills. The presence of a gender technical advisor1.12 was crucial to the project's success. This person served as a technical resource and assisted the project through facilitation, document review, regular site visits, and sexdisaggregated data analysis.

Subsequently, in order to further strengthen staff gender awareness, the gender officer hosted monthly gender discussions. A mini-library containing gender references that were available for the staff to borrow was also provided at the ARC office. Finally, in order to maintain commitment among staff and reach target goals, the ARC mandated that all senior staff and managers include gender mainstreaming in their programming, and included it as a job objective subject to assessment. This included ensuring equitable office environments, providing gender training for their staff, and integrating gender into their works and projects

#### **Monitoring and Evaluation**

For monitoring and evaluation purposes, the project collected sex-disaggregated information for all the indicators in the monthly and quarterly reports. While the ICBRR logframe did not contain genderspecific indicators, the project adjusted indicators in the tracking sheet to include gender perspectives. While indicators did not explicitly state the 50/50 female-to-male target, but such targets and quotas have been included in the ICBRR project guidelines Furthermore, as part of the ARC's Accountability to Beneficiaries Strategy, mechanisms were provided for men and women to share their feedback and make suggestions for improvement. These included:

- suggestion boxes
- community meetings
- project representatives from the community and PMI who were assigned to receive feedback from community members and pass it along to PMI and ARC key personnel.

# Outcome

The results have been encouraging. Project team members who initially did not take gender issues seriously have changed their attitudes and are now aware of the benefits of improving gender equality in the project, as well as the risks of not doing so.

They are also more confident about implementing gender-sensitive programming as a result of the checklists provided to them and the technical support they received from the ARC gender unit2<sup>13</sup>.

The inclusion of gender mainstreaming into senior staff members' and managers' job descriptions and objectives has encouraged them to consider gender seriously, and the fact that they are assessed against objective accomplishments has provided further motivation.

In regards to beneficiaries, there has been a positive response to, and acceptance of, the involvement of women in the CDMCs and CBATs from the village stakeholders, as well as increased levels of selfconfidence among women who have become either members or leaders. Consulting with both male and female beneficiaries has also made significant improvements in the ability of the project to address the needs and concerns of male and female community members. Most importantly, these gender-sensitive approaches have increased the overall level of community safety, as evacuation routes, contingency plans and physical mitigation activities are more accessible and user-friendly for women and children than they would otherwise have been.

## Lesson learned

- 1. The gender mainstreaming process should be started in the initial design stage and the project plan should be flexible enough to make necessary changes during implementation based on new information and feedback received. Otherwise, the project risks not being able to achieve its targeted gender-related or broader community safety objectives.
- 2. Having a strong gender policy framework is important for achieving gender integration objectives. However, if it is not supported by relevant tools such as checklists, (Information, Education, and Communication) materials and capacity-building for all levels of National Society personnel – board members, staff, and volunteers in the headquarters, chapters, and branches - it is unlikely to be successfully implemented.
- 3. Those staff and volunteers involved in community facilitation roles must have a good level of gender awareness and gender analysis skills, as well as an understanding of the local context and dynamics, in order to effectively

- facilitate a participatory assessment process such as the hazard VCA. The ability to gather information from both men and women from different groups in the community makes a big difference in the quality and accomplishments of projects.
- Promoting the participation of women in project committees (CDMC) and decision-making bodies, and providing quotas for community volunteers (CBAT) are effective ways of challenging the existing power dynamics while at the same time promoting the participation of women in decision-making, thereby giving them shared access to and control over project resources.

The gender mainstreaming process in the ICBRR project in Aceh has been quite successful. Though there were some challenges and weaknesses in the beginning, the project was ultimately able to utilize the opportunities and resources available through partner National Societies such as the ARC. Consistent and continuous capacity-building, provision of appropriate tools, advocacy, regular review of progress and flexibility to adjust plans have all been contributing factors to the success.

# The Way Forward

In the future, in order to further improve its ability to effectively develop and implement gender sensitive programming, PMI plans to:

- continue disseminating PMI policies on gender to chapter and branch personnel
- strengthen PMI capacity to implement gender mainstreaming as a cross-cutting issue throughout its operation and services
- continue integrating gender topics into all key PMI training programmes
- 4. conduct training on gender sensitivity planning for selected staff and volunteers
- 5. develop and improve PMI mechanisms for monitoring, evaluation and reporting on gender, building on the experience in Aceh
- 6. share success stories and lessons learned with other chapters and branches, partner National Societies and stakeholders
- 7. adopt and adapt best practices and successful lessons learned from other agencies with experience and expertise in gender.

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