Towards the Post-2105 Framework for Disaster Risk Reduction (HFA2)

Women as a force in resilience building, gender equality in disaster risk reduction
April 2014

A Background Paper on gender inclusion in HFA2

1. Context

1. Gender based issues and women’s role in development both in terms of their contribution and accessing benefits have been placed as an area of vital importance in the global development frameworks and agreements.

2. Major global declarations and commitments in this regard are grounded in the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Beijing Declaration and Platform for Action and the Millennium Development Goals (MDGs). The related periodical monitoring and reporting mechanisms identify the progress, achievements, shortcomings and the failures.

3. Global agreements and instruments on disaster reduction identify the need to address gender and women’s issues. The International Decade for Natural Disaster Reduction 1990-2000 (IDNDR), Yokohama Strategy and Plan of Action for a Safer World (1994) call for ‘stimulating community involvement and empowerment of women at all stages of disaster management, which is an essential precondition for reducing vulnerabilities of communities to natural disasters’.¹

4. The Hyogo Framework for Action: Building the resilience of nations and communities to disasters 2005-15 (HFA)² brought to the attention that disasters are a development issue and called for integrating disaster risk reduction (DRR) in all development actions. The HFA recognises that women and men are differently at risk from disasters and their vulnerabilities differ, that women and men are equipped with different skills and capacities for disaster risk reduction. HFA underscores gender integration as a core factor in its implementation.

² HFA was adopted in its entirety as the principle framework for reducing the risk of disaster globally by the 2nd World Conference on Disaster Reduction in 2005 in Hyogo, Japan and subsequently endorsed by the General Assembly of the United Nations (A/RES/60/195).
5. Nearly two decades since the Beijing Declaration and Platform for Action the status of gender equality and women’s empowerment in social, economic and political spheres is considered limited and unsatisfactory against the intended outcomes of the global commitments. While there are successes observed in some aspects, the overall achievements are far below the expected levels.

6. Gender integration in the area of disaster risk reduction mirrors this status. Engagement and role of women across all 5 Priorities for Action of the HFA remain under achieved against its specified intention ‘A gender perspective should be integrated into all disaster risk management policies, plans and decision making processes, including those related to risk assessment, early warning, information management, and education and training’.

7. Consultations on the post-2015 Framework for Disaster Risk Reduction (HFA2) gives the clear message that gender issues require a stronger implementation focus: ‘HFA2 should provide clear entry points for women’s leadership everywhere in dealing with both climate change adaptation and disaster risk reduction, since it is self-destructive to exclude or diminish opportunities for women to contribute their particular perspectives and expertise’.

8. Similarly, gender inequality is one of the key issues deliberated upon in the post-2015 Development Agenda discussions. The 2012 UN Conference on Sustainable Development Rio+20 reaffirmed the commitments to ensure women’s equal rights, access and opportunities for participation and leadership in the economy, society and political decision-making with the outcome statement: ‘We recognize that gender equality and women’s empowerment are important for sustainable development and our common future’.

9. Noting that addressing issues of gender equality and women’s inclusion is a critical factor of consideration in formulating the post-2015 Framework for Disaster Risk Reduction- HFA2, this paper intends to examine the possible causes for the observed drawbacks and explore priority issues of consideration to address gender issues more effectively in the HFA2.

10. This paper argues that gender integration and women’s empowerment need to be approached within the paradigm shift advanced in the HFA2; a transformation.

---

5 The Future We Want – the Outcome document Rio +20 Sustainable Development Conference June 2012
agenda focused on addressing root causes of disaster risk and socio economic inequalities towards resilience building and sustainability. While the focus of the HFA is on ‘reducing vulnerability’ to disasters, HFA2 call is for persistent addressing of Priority for Action 4, ‘underlying risk factors’ in the development continuum towards resilience and sustainability.

2. Gender and women’s issues in disaster risk reduction

Why gender why women in DRR?

11. Gender based differences⁶ are observed in all aspects of disasters, following the same patterns noted in the development processes. These differences are rooted in the unevenness of the economic, social, educational status between women and men.

12. Gender based differences in disasters feature in 2 main areas; in capacities (for survival and to bounce back in facing adversity) and in vulnerabilities (susceptibility to risk). These differences stem from the gender based roles in productive, economic, family and social spheres which equip women and men with different skill sets and capabilities. Similarly, gendered roles lead to differences in exposure and vulnerabilities which put women and men differently at risk to disasters.

13. The social status and placement of women and girls provide them with comparatively less choices for education, employment, to own access and control productive assets such as land, equipment, capital and credit. Due to these gendered asymmetries, women in comparison to men have less and limited opportunities for participation and contribution, to bring their skills and experiences to effect decisions. These limitations are further aggravated by the issues and restrictions related to women’s mobility and protection, resulting in greater tendencies for their exclusion from planning and strategic decision making processes.

14. Further, deep rooted perceptions are an issue for consideration. Gender based perceptions of women and girls as weak and inferior in combination with their subordinated position both at the formal institutional and family and community

---

⁶ Gender refers to social attributes of being male and female. Gender is not determined biologically, but is constructed socially and characterizes social relationships between women and men as well as the relations between women and those between men. Gender relations determine what is expected, allowed and valued in a women or a man in a given social economic context. These socially constructed attributes and relationships are learned through the socialization processes, they are context and time-specific and changeable.
levels have resulted in categorizing women as weak and incapacitated in all aspects of disasters and acts as a barrier that isolates them from planning and decision making processes. Women and girls are often considered a ‘problem’, overlooking the fact they are an integral part of resilience building. Such categorization effectively leads to the perpetuation and re-enforcement of the pre-existing parameters and status core, as evident in overall disaster management activities, including in communications and media portrayal.

15. Gender-based inequalities in their totality lead to a compounded status of vulnerability across all social and age categories of women, placing them at greater degrees of risk to disasters, including the risks of sexual violence and abuse. As a resultant, women have poorer ability to connect with the formal disaster management mechanisms, to access and respond to early warning and other information which implicate on their own and family preparedness and survival, protecting livelihoods and productive assets.

16. The productive role women play, their accumulated skills, experiences and capabilities both at the family and community levels are not adequately identified or recognised for its value or resourcefulness and mostly remain invisible and untapped in the formal risk management mechanisms. While the degree of ‘invisibility’ has country and region based variations, this observation is valid both for regular and recurring (monsoon floods, seasonal drought spells) as well as for large scale disasters (such as Asia tsunami, cyclones Katrina, Nargis).

17. Fewer local disaster management committees or national platforms for DRR can claim significant inclusion of women or women’s groups. In large scale disasters, the tendency to exclude women and or to limit their engagement to care giving and other stereotypical roles is noted both in emergency management and response, as well as in recovery and re-building.

18. In effect, social and institutional dynamics in their current form work simultaneously to exacerbate and highlight women’s vulnerabilities and to downplay their capacities and potential. While this is seemingly not intentional, this is a 'twofold disadvantage' which demand recognition and corrective action.
3. Gender integration in DRR- learning from HFA implementation

   Why HFA failed to deliver on it's intent of gender integration and women's empowerment in DRR?

19. The intention of being inclusive of gender and women’s issues in HFA is expressed in one of the four cross-cutting issues- ‘Gender perspective and cultural diversity’ and as a ‘guiding principle’ and one of the 5 ‘Drivers of progress’. ‘Words Into Action: A Guide for Implementing the HFA’ further states that gender and cultural issues are central, and not marginal issues in DRR.

   ‘Gender is a core factor in disaster risk and in the implementation of disaster risk reduction. In all settings – at home, at work or in the neighborhood - gender shapes the capacities and resources of individuals to minimize harm, adapt to hazards and respond to disasters. ...women are often well positioned to manage risk due to their roles as both users and managers of environmental resources, as economic providers, and as caregivers and community workers. For these reasons it is necessary to identify and use gender-differentiated information, to ensure that risk reduction strategies ...are effectively implemented through the roles of both women and men’.

20. While HFA clearly identifies and stresses on the importance of women’s productive role in DRR and active engagement of women in DRR processes and institutions, converting this intent in to action to bring the expected results has been challenged on a number of accounts.

21. Progress on gender integration is slow and inconsistent with only 20 percent of the reporting countries mentioning substantial reliance on gender integration as a Driver of progress (2009). Improvements in the subsequent reporting cycles too are marginal, with only 26 and 30 percent of the countries reporting a significant and ongoing reliance on this Driver respectively in 2011 and 2013. Observations in the HFA Monitor, HFA Mid-term review and the ‘Views from the Front Line’ indicate a poor reflection of gender aspects in HFA implementation.

---

7 Other 3 cross cutting issues are: Community and volunteer participation, Capacity building and technology transfer, and a Multi-hazard approach
Women’s views from the Frontline
http://huairou.org/sites/default/files/Womens_Views_from_the_Frontline_Huairou_Commission.pdf
22. National HFA progress reports over 3\textsuperscript{rd} bi-annual cycles of monitoring capture the key challenges encountered with the clear message that none of the cross-cutting issues receive meaningful or sustained attention in the HFA implementation and that the cross cutting issue of gender and cultural aspects being the least considered. The reasoning provided for poor progress however indicates the intent and commitments of the governments for gender integration at various degrees. In approaching HFA 2 therefore, it is important to explore the possible reasons which led to this disappointing status.

23. First, the approach of HFA to gender integration is from the paradigm of \textit{vulnerability reduction}, rather than \textit{capacity development}, which at the very outset limit capturing the skills and capabilities of all groups in society for managing and reducing risks. The term ‘vulnerability reduction’ also gives the connotation that the focus is more on external actions than on facilitating and enhancing the strengths of the community reserves.

24. Second, the scope of gender integration in HFA assumed that two processes of integration- DRR into development; and gender equality into DRR will take place simultaneously within the 5 Priorities for Action. One of the biggest challenges encountered in the HFA implementation is that DRR all along was taken as an ‘add on’ to the development process. This mirrors the identical challenges experienced in the efforts for gender integration into development over a period of more than two decades.

25. Third, both implementation processes; the HFA, and gender integration in development promoted and relied on dedicated institutions, focal points, policies and legislation on the respective areas, with the intention to bring greater attention, focus, guidance and specialized knowledge. In actual effect this approach however has resulted in DRR and gender issues getting largely isolated from the mainstream development and becoming the responsibility of a specialized parallel set of institutions.

26. The notable disconnect between the institutional mechanisms for DRR and the existing mainstream policy and institutional mechanisms for addressing gender issues, such as women's development and welfare, livelihood development, security and protection from violence exemplifies this isolation. A further adverse implication of the institutional and operational setup of this kind is the ambiguity in accountabilities, which have not been clearly defined. The institutional decisions and actions implicating on re-enforcing gender based inequalities therefore are not held accountable.
27. This observation in the HFA Monitor which reflects the global status is confirmed in a study conducted in the Asia Pacific Region. The study observes that designated sectoral agencies for the welfare and development of women, children, aged and persons with disabilities are working largely in isolation from the disaster management agencies. Similarly, approaches of most of the disaster management institutions are segmented within the sector and do not adequately reach out to mainstream mechanisms on the related cross-cutting issues of concern.

28. The study concludes that the global guidelines for disaster risk reduction which strongly foster addressing the underlying social and economic vulnerabilities in the mainstream development are far from being implemented in most countries of the region. These observations reflect the limitations in the adopted implementation approach, confirmed by the consistently poor progress in the HFA priority Area 4—Addressing underlying risk factors.

29. A further critical limitation lies in the progress review mechanism. The 22 Core indicators of progress in the HFA Monitor do not include any for measuring progress in gender integration. The reliance to assess progress is through Key Questions and Means of Verification tagged to 5 of the core indicators under the Priorities for Action.

30. A more robust measure of progress for gender integration such as sex and age disaggregated data as a core indicator and DRR planning based on gender analysis as a means of verification has the potential to demonstrate the status of gender based inequalities in different geographic and socio economic contexts and act as a measure for informed actions.

31. It is also noted that most of the reported progress on gender integration is mainly in the area of disaster response. While the response related actions were successful in highlighting and addressing the ‘symptoms’ arising from the gender based inequalities, such as issues faced by women and girls in emergencies and displacement, in accessing relief and recovery assistance, the HFA implementation and monitoring mechanisms were unable to reach at the causes of such symptoms.

32. By promoting gender integration as a cross cutting issue with no core indicators to measure progress HFA has left the issue as an optional consideration for the
governments and other key stakeholders. It did not contain the required thrust in adequate measure to address the underlying structural gender based inequalities important for effective DRR, such as access to information and productive assets, knowledge and technology, and opportunities for participation.

4. Conclusions

33. The cross-cutting principle of ‘gender and cultural sensitivity’ is barely robust enough to address the complex dynamics of gender based inequalities in DRR or to trigger the required structural transformations. The key learning from HFA implementation experience is that the overall approach to gender integration overlooked a critical factor - that is to make adequate connection to the HFA Priority for Action 4 for tackling the causes of gender based inequalities in DRR.

34. Post 2015 discussions on all 3 streams - sustainable development agenda, climate change and disaster risk reduction recognise the failure to deliver on the global commitments on gender equality and women’s empowerment. Inclusion of women is identified an essential aspect in all future frameworks and a necessary condition for realizing expected outcomes in each respective area.

35. This shortcoming, observed over a period of time can be attributed to the combination of approaches and implementation mechanisms which were not adequately geared to confront the causes behind the issue, but mostly remained at the level of the symptoms arising from gender based inequalities. Actions largely oblivious of the root causes of inequalities, un-intended isolation of gender issues from development practice appear as main causes for this shortfall. While the global commitments were well defined, the chosen mechanisms to follow on with the commitments lacked the required focus and direction.

36. Much of the well-intended efforts in the past decades have resulted in the removal of the development community from the responsibilities of ensuring equitable and risk inclusive development. Disaster risk reduction and gender integration are identified as ‘add on’ elements and function as ‘autonomous’ sectors to the mainstream development. Achieving gender equality cannot take place outside the development domain in a vacuum; it is an integral element in the sustainable development continuum dealing with the social, economic, hazard, risk and environmental challenges.

37. The renewed global commitments for gender equality, women’s rights and women’s empowerment in the post-2015 Sustainable Development Goals is stated in the
outcome document of the Global Conference on Sustainable Development Rio+20 with clear and explicit reference to gender and women’s issues in DRR as one of the 12 thematic areas of reference in the section on ‘Gender equality and women’s empowerment’. It also recognises the importance of goals and targets of SDGs including gender sensitive indicators.

38. Pathway to gender equality in DRR lies in addressing the structural impediments through risk sensitive development approaches committed to equitable, rights based development. HFA learning confirms the vital need for Priority for Action 4 – ‘Addressing underlying risk factors’ to be the overarching objective of the future DRR framework, and HFA2 to be placed within the Sustainable Development Goals, to ensure disaster and climate risk to be addressed as integral elements of development 12.

39. The HFA2 call is for a paradigm shift in how DRR and gender equality is approached from reducing vulnerability to resilience building in a holistic and integrated manner. This is expressed in the three mutually supporting strategic goals derived from the HFA learning; Risk prevention, Risk reduction and Strengthened resilience, grounded in confronting the underlying causes of risk and inequalities.

40. A changeover is required in the understanding and approach to the engagement of women from the currently observed limited, token representation such as in committees and taskforces, often in stereotypical gendered roles, to more substantive, meaningful and effective participation. This requires harnessing the existing avenues and creating new spaces for women’s experiences, interests, practical and strategic needs to be reflected in the policies, planning and program implementation at every level.

41. This requires a process of actions which are empowering and supportive of self realization and building confidence of women on their role and capabilities, to sever from the assumed limitations, to support and trigger a changeover of social attitudes and acceptance of women in different roles. There is a range of options and good practices demonstrated by local women leaders, women’s groups and networks, men and women champions for the cause of women’s empowerment, supportive legislations and policies such as quota systems in local governments and parliament representation which provide evidence for inspiration and further enhancingiii.

12 ‘Proposed Elements for Consideration in the Post2015 Framework for Disaster Risk Reduction’ by the UN Special Representative of the Secretary General for Disaster Risk Reduction, December 2013 http://www.preventionweb.net/files/35888_srsgelements.pdf
5. **Way forward**

*Towards women as a force in resilience building and gender equality in Disaster Risk Reduction*

42. Way forward require a shift in approach capturing the mutually re-enforcing relationships between disaster and climate risk; choice of development pathways; and gender equality to alter the cause of actions and trigger a transformation in policy and practice.

43. Accordingly, it is critically important to seize the opportunity of the post 2015 sustainable development goals and climate change agenda which are under discussion, for acceptance and inclusion that gender equality is a primary and integral condition in all 3 agreements.

44. Gender inclusion must be made an integral and a central criterion in moving towards the mutually supportive strategic goals advanced in the HFA2; Risk prevention, Risk reduction and Strengthened resilience, as opposed to the cross cutting approach adopted earlier.

45. For realizing gender equality outcomes in DRR, the following aspects are identified as primary considerations:

- Address the institutional dis-connects and isolation of women’s issues observed in the past by strengthening knowledge, awareness, skills, tools and finances for gender integration in the planning, implementation and monitoring on a consistent basis. It is equally important that both men and women in decision making positions are equipped with gender awareness, knowledge on gender based issues.

- Bring focused attention and assertive action for inclusion of women, to enable their engagement and broaden their choices: by creating opportunities for participation at decision making levels, enhancing mobility in public spaces, inclusion in leadership positions and in non-stereo typical roles, providing nontraditional and highly valued skills, creating ways for social acceptance.

- Generation and use of sex and age disaggregated data and gender analysis as a planning tool for developing local and national development and disaster risk management
- Strengthen national and local policies, legislation and regulatory frameworks in support of gender equality, women's social and economic empowerment, protection from violence as stipulated within the global agreements.

- Arrive at complementary review systems and monitoring indicators for measuring the gender integration and accountabilities in the resilience building outcomes envisaged in the SDGs, CC, DRR frameworks.

46. Interventions of policy and practice (by government and non-government actors) need to consider and address two distinct aspects of gender based differences in disaster risk management and the fact that inclusion of women and girls require specific measures to address the diverse social and cultural aspects which arise from beliefs and values associated with the gender based roles and identities, the related issues of mobility and access.

   i. Capacities - specific skills, accumulated knowledge and resourcefulness of women
   ii. Vulnerabilities that stem from social, economic and institutional factors- observed in women's subordinated status, gender based sexual and other forms of violence.

47. For making this vital paradigm shift operational, to change the cause of actions within a frame of risk prevention, risk reduction and strengthening resilience, the following are some of the key questions need to be raised:

   **Coordination, synergies** - what are the ways and means for streamlining coordination, synergies and value addition between the institutional mechanisms/communities of practice in the areas of development, disaster, climate change, women and gender integration?

   **Actions to address underlying causes** - what are the enabling mechanisms to trigger action in the following aspects in steering towards each of the 3 strategic goals:

   i. identifying and addressing the gender based differential capacities and vulnerabilities of women and men in DRR;
   ii. to bring focus on the structural causes and related limitations women experience such as access to productive resources- land, water, credit, technology, information, knowledge and skills;
   iii. reducing women’s social vulnerabilities;
iv. addressing gender based violence, a deep rooted barrier for women’s engagement;

v. building women’s capacities and leadership

**Planning and implementation**- what are the measures required to enable mandatory use of sex and age disaggregated data and gender analysis in all assessments, planning, budgeting, implementation and monitoring of development and DRR interventions?

**Resources and capacities**- what institutional and financial resources and capacities are required at the local, national, regional and global levels to enable action for gender integration, to achieve all partnerships for resilience building to be inclusive of women?

**Strengthening women’s leadership role**- what are the existing mechanisms which can be built upon to increase the possibilities for women to take leadership- such as quota systems, favorable laws, safe public spaces?

**Measures of progress** - what are the possible common indicators of progress, review and reporting mechanisms in all post 2015 frameworks for inclusion of women and ensuring gender equality at different levels- global, regional, national and local? Can all indicators for measuring progress of sustainable development reflect the status of women?

**Accountabilities**- what are the measures which can support common accountabilities on gender equality in the key global frameworks- Human Rights convention, CEDAW, Beijing Platform for Action, SDGs, HFA2, and Climate Change?

---

1 Documentation (as below)on 2004 Asia tsunami, Hurricane Katrina, Fukushima earthquake provide ample evidence how women are largely excluded from the management and decision making roles in the emergency management, recovery and reconstruction. For instance, in Iwate, Miyagi and Fukushima prefectures, 96-97% of leaders of community organizations were men who were charged with the design and operation of evacuation sites. They did not have sufficient awareness to consider the requirements of women. In post tsunami Sri Lanka, over 95% of the displaced camps were managed by teams consisting entirely of men. Women residing in the camps were mostly assigned care giving roles.

Institute for Women’s Policy Research Fact Sheet ‘Women Disasters and Hurricane Katrina ’ IWPR #D492, August 2010
Japan Women’s Network for Disaster Risk Reduction ‘Disaster risk reduction: a Japanese women’s perspective on 3/11’
Drivers of progress refer to factors which act as drivers or catalysts for achieving substantial progress in disaster risk reduction and sustainable recovery from disasters. Drivers or catalysts at the national and local level in the HFA Monitor (2011-13) are: Multi-hazard integrated approach to disaster risk reduction and development; Gender perspectives on risk reduction and recovery adopted and institutionalized; Capacities for risk reduction and recovery identified and strengthened; Human security and social equity approaches integrated into disaster risk reduction and recovery activities; Engagement and partnerships with non-governmental actors; civil society, private sector, amongst others, have been fostered at all levels; Other contextual drivers of progress as per national and local contexts / requirements.

There are initiatives by the national and local governments, civil society organisations and networks which demonstrate the positive DRR outcomes of gender inclusion. They exemplify success when women are involved in all stages of consultation, planning and implementation; when access to credit and tools is improved; complementarity of the perspectives and knowledge of women and men in adapting to climate change; strength and sustainability of the interventions when the local governments act on gender inclusion; the value of women’s capacity development in search and rescue, first aid, which builds resilience of entire community.

White Paper on Gender Equality 2012, Cabinet office, Government of Japan demonstrate affirmative action for inclusion of women at the decision making level. Basic Guidelines for Reconstruction in response to the Great East Japan Earthquake, formulated in July 2011, states that its basic approach is to “promote the participating of women in all platforms and organizations of reconstruction, from the perspective of a gender equal society”. It explicitly states the required inclusion of gender equality and the perspective of women in reconstruction measures and policies.

Third Global Congress of Women in Politics and Governance, on Gender in Climate Change Adaptation and Disaster Risk Reduction, held in October, 2008 issued the Manila declaration calling for financial institutions, funding mechanisms supporting climate change measures and disaster risk reduction to integrate gender inclusive criteria into planning, design, implementation, monitoring and evaluation of programs, projects and initiatives; for governments, their respective statistical offices or bureaus, international organizations and financial institutions to collect sex-disaggregated data in every sector and make these readily available for planning purposes.

Local government system in India (Gram Panchayat) – aiming to increase women’s participation in politics in India, a 1993 constitutional amendment mandated a third of leadership positions at every level of local government be reserved for women.

Example of prevention of gender based voidance converging with early warning efforts using text messaging technology and mapping tools which has provided a platform for identifying and mitigating incidents of violence such as in post-earthquake Haiti (Women in parliament in 2013, the year in review, Inter-Parliamentary Union, Geneva)

Further success stories and examples can be found in:
Towards Post-2015 Agenda for DRR (HFA2); Women as a force in resilience building, gender equality in DRR-Report of the consultations in Asia Pacific- Duryog Nivaran, UNISDR March 2014; http://www.gdnonline.org/resources/HFA2%20Key%20Area%204%20paper-%20Women%20and%20Gender%20equality%20in%20DRR.pdf


Gender and Disasters Network https://gdnonline.org/sourcebook/