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

February 2014
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**Acronyms**

CEDAW - Convention on the Elimination of All Forms of Discrimination against Women

CSOs – Civil Society Organisations

DIA - Disaster Risk Assessments

DN – Duryog Nivaran - South Asia Network for Disaster Mitigation

DRR – Disaster Risk Reduction

DRM – Disaster Risk Management

EIA – Environmental Impact Assessment

HFA – Hyogo Framework for Action

IAP – ISDR Asia Partnership

ILO - International Labour Organization

KA4- Key Area 4 of HFA2 consultations in the Asia Pacific ‘Women as a force in resilience building, gender equality in DRR’

LG - local government

MOU – Memoranda of Understanding

NDMCs – National Disaster Management Centres

PfAs - HFA Priorities for Action

RB – Resilience Building

SEA - Strategic Environment Assessment

UNFCCC - United Nations Framework Convention on Climate Change

UNISDR – UN International Strategy for Disaster Risk Reduction
**Key Messages**

- Women play an active role in all aspects of disaster risk management & resilience building but these roles are mostly invisible, rarely acknowledged and not included into formal systems. Therefore as HFA 2 plans to refocus on public policy implementation to push disaster risk management and resilience building within sustainable development, and measure progress through reduction of loss and damage with the use of formal databases and statistics, there is a high probability that women will be left out. Women often get left out of formal mechanisms, therefore, specific focus and special actions need to be put in place to capture and address specific vulnerabilities of women and to recognize and strengthen their capacities.

- All partnerships for disaster risk management and resilience building must be inclusive of women at all levels. This is specifically significant at the local level where women come across as the most reliable stakeholder group; and therefore delivery of effective local risk governance will depend on their active contribution.
Introduction

The Hyogo Framework for Action (HFA) concludes in 2015. In response, a consultation process for developing a Post-2015 Framework for Disaster Risk Reduction (HFA2) was initiated in 2012. Phase I of the consultation process was conducted at the local, national, sub-regional, and regional levels, by thematic areas and by the stakeholder groups and concluded at the 4th session of the Global Platform for Disaster Risk Reduction (GPDRR) held in May 2013. Following this, an extensive consultation process has been carried out as the Phase II engaging national and local governments, civil society, parliamentarians, mayors, women’s groups and academic institutions.

Phase II of the consultations aims to explore in greater depth the broad issues raised in Phase I, to identify the main elements, principles, targets, indicators, and implementation and monitoring mechanisms to inform HFA2. The HFA implementation experience provides a sound basis for framing HFA2 discussions and therefore achievements and lessons learned from HFA were important evidence and guidance for the discussions. Even though HFA indicated a clear intention of being gender inclusive by integrating women’s issues in disaster risk reduction (DRR), the main observation from HFA implementation has been that the crosscutting principles of gender and cultural sensitivity have not been understood or evaluated sufficiently. The HFA reporting process indicates that current risk reduction policies have failed to take gender aspects into account. Ironically, while some countries have gender policies, legislation and institutions in place to promote gender equality in other sectors, mainstreaming gender in DRM has been slow. According to the midterm review on crosscutting issues ‘Inclusion of a gender perspective and effective community participation are the areas where the least progress seems to have been made’, 62 out of 70 countries do not compile gender disaggregated data on vulnerability and capacity (based on the initial data from the 2009-2011 HFA Monitor). It also observes that labelling women as a vulnerable category has excluded them from decision-making processes and renders invisible their contribution to community resilience building at the grassroots.

Phase II consultations in the Asia Pacific Region is carried out through the IAP (ISDR Asia Platform), coordinated by the UN ISDR Asia Pacific office, which is the focal organization for HFA2 consultations in the region. ‘Women as a force in resilience building, gender equality in DRR’ is one of the seven Key Areas (Key area 4 [KA4]) identified in the synthesis of the Phase I consultations, to be explored in depth during Phase II. This study which is aimed at understanding the key measures required to facilitate an enhanced role for different groups of women in DRR and resilience building, based on existing good practice, is coordinated by Duryog Nivaran (DN) with the support of the Gender Stakeholder Group (GSG).

2 The Gender Stakeholder Group in DRR of the ISDR Asia Partnership led by Duryog Nivaran, comprises representatives across the Asia and Pacific regions and includes members from UNISDR and other UN agencies, a few government officials, IFRC, Gender and Disaster Network and other NGOs. This group first came together to develop the Annex ‘Statement of Individuals and Organizations Concerned with Gender Issues for the SAMCDRR’ of the SAMCDRR.
Study Methodology

Data Collection

(1) Literature Survey: A survey was carried out of published material and websites to identify recorded good practices of policies, projects and programmes in the DRR and other sectors on inclusive development as outlined in the guide questions. Positive practices on inclusion of women in climate change adaptation (CCA) and development (sectors such as agriculture, education, employment, health etc. and social security schemes) were taken into account on the basis that these sectors may indicate good practices that delivered change which the study aims to capture.

(2) Data generating: This was carried out in three ways:

a) Sub-Regional data collection in South Asia and Pacific islands. The sub-regional area reports collected data from regional HFA progress reports, HFA progress reports, key documents and reports, on key reports of CCA and other development sectors, relevant online dialogues and case studies. The Pacific Report consulted the Deputy Director of the Disaster Risk Management Programme of the Secretariat of the Pacific Community (SPC) given his extensive involvement in monitoring and reporting the HFA in the Pacific, as well as the Pacific Sub-Regional Representative.

b) Responses by the IAP members: Particularly the government focal points were expected to provide inputs. Only a handful of governments expressed interest in responding to Key Area 4 (Afghanistan, Bangladesh, China, Nepal, and Indonesia), and of these finally only 4 reports were obtained. Responses to the questionnaire distributed by UNISDR with inputs from DN) indicated official level actions and perspectives. This exercise also brought in numerous good practice case studies from civil society organisations (CSOs).

c) A Case Study competition in Asia Pacific region of good practices in DRR: Guidance on collecting case studies and tabulating were drawn from the underlying questions in KA4 (Annex 1). A total of 20 cases were received. The majority of cases were from South Asia and the Pacific region, and reflected community level DRR and resilience building. Learning from good practice was used to make recommendations to strengthen existing mechanisms/processes as well as to explore new and additional mechanisms that can make DRR more inclusive of women, or ‘facilitate an enhanced role for women belonging to diverse groups in DRR and resilience building’ (KA4 Key question). Due to the dearth of good practices with proven changes, the study also looked at the barriers that prevent or limit inclusion of women in practice.

Analysis basis

The analysis of information and the formulation of recommendations was guided by the what, how, who questions (Annex 1 Key question & underlying questions in the guidance note on KA4), which can be summarised as 1) women seen only as victims and how to change this perception; and 2) how to formalise and strengthen the roles women play in DRR and resilience building. Efforts were made to
draw the recommendations from the good practice examples. The analysis also drew from identified barriers that prevent or limit inclusion in practice of both policies and ground level action.

According to the UNISDR document on ‘Towards the post -2015 framework for disaster risk reduction indicators of success: A new system of indicators to measure progress in disaster risk management’ it is recognized that the HFA2 core indicators should be output related and proposes a new set of indicators to prevent repetition of weaknesses in HFA1. Refocus on public policy to define responsibilities and manage disaster risk and resilience building through new sustainable development pathways and improved governance systems are anticipated. Therefore, ways in which analysis considered public policies take women’s vulnerabilities and capacity in risk reduction, risk prevention and strengthening resilience into account. The analytical framework of the study is also mindful of HFA2 proposals to measure outputs and impacts through formal data and statistics and aims to minimise the risk of women’s issues and contribution not being captured through the proposed enhanced monitoring mechanism.

Diagram below gives key factors that are essential for women to become a force in DRM and resilience building and the interconnectivity and interdependency of these factors.

Compilation of recommendations

Overall observations from the literature survey, the case study competition and the data collection were presented to a working group of experts consisting of representatives from regional governments, UN agencies, gender and DRR/CC experts by the research team of Duryog Nivaran. The working group identified seven aspects that are crucial and imperative in intersecting gender, development, climate change and disaster risk reduction: accountability, policy and planning, resourcing/financing budgeting, global commitments, capacity building of planners and officials, reducing women’s social vulnerabilities, and strengthening capacities of women.

Recommendations under each of these areas are formulated to make women more visible, recognised and active. Key actors responsible for taking each recommendation forward with targets and indicators, mechanisms for monitoring and evaluation are also identified. Cases are also cited to support actions recommended.

Some Limitations of the study:

- Limited time available for the study created constraints for collection, collation and verification of data.
- Sub regional data collection was limited to two sub regions in the Asia Pacific. The literature and inputs from the ISDR Asia Partnership members and meetings (IAP) were used to provide insights into the other sub regions.
- Limited documented good examples and good practice of women’s engagement in both DRR and development in literature.

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3 UNISDR, Towards the Post-2015 Framework for Disaster Risk Reduction Indicators of success: a new system of indicators to measure progress in disaster risk management, 21 November 2013
4 Ibid, p.2
Outcomes of the Consultation Study

When surveying the literature and cases on good practice, it was apparent that women contribute heavily throughout disaster cycle to prepare for, prevent, and reduce risks and to mitigate the consequences of disasters. The literature shows that categorizing women as a vulnerable group dominates, resulting in foreshadowing the contribution of women as active agents. As a consequence policy formation, implementation and relief assistance and aid have rarely taken gender considerations into account. Where it has been considered, it has been oriented towards reducing vulnerabilities and enhancing women’s existing capabilities does not seem to have been a priority. This reinforces the premise of the study.

Over 50% of good practice case studies were on women’s participation in DRM at the ground level. The cases show that women play a greater role in DRM at community level than is often acknowledged.
The countries that reported against KA4, albeit a handful, show a high level of interest in committing to address women’s issues and needs in DRR. While progress has been made on the discussion of including women in DRR, the approach is more of poverty alleviation and reducing vulnerability of disadvantaged groups which further reiterates the premises of the study. As a consequence, women’s active role in times of disaster might be undermined by the state, rather than recognised and encouraged.

A summary of good practices or positive aspects noted and general observations and gaps are presented in the boxes below. Detailed literature scan and case study competition findings and the consultation with government focal points are found in Annexure 2 and 3 respectively.

### Summary of the Literature Scan on Good Practices

- Where there is a political awareness, women act to address threats and challenges to their community and assets
- Women mobilise their collective social capital to find solutions to problems specific to them
- Grassroots level networks of women can work in collaboration with authorities for positive change
- Adoption of cultural sensitive approaches to include women in societies where public space is limited to women
- Opportunities created in post disasters or post conflict situations can be used to challenge existing inequitable norms to move towards inclusivity
- Strengthening women’s access to and ownership over resources improves decision making power
- Where traditional law is favourable to women, these should be used, as women are more comfortable engaging with it.
- Women’s own knowledge can be effectively utilized in DRM and Resilience Building strategies

### General Observations and Gaps

The good practices in the literature were limited. Literature kept reinforcing gaps that have already been recognized in the HFA review processes. The ones that were most evident are listed here:

- In disaster related programmes women’s capacity building is mainly focused on culturally constructed gender roles such as service provision and care giving.
- Though gender is a crosscutting issue in HFA1 interventions in disaster risk management and resilience building actions have had limited impact on women.
- As the emphasis in HFA1 on gender is as a crosscutting issue, gender/women concerns is integrated as one component of a community resilience-building approach. Therefore, the space for women capacity in dealing with disasters to become visible has been limited.
- Since the focus is upon strengthening the capacities of vulnerable communities to disasters and hazards, it appears that women at upper levels of society are not considered in DRM programmes.
- Little documentation and analysis of women’s contributions and local level conditions
**Consultations by the governments**

The countries that reported on KA4, albeit a handful, show a high level of interest in committing to address women’s issues and needs in DRR.

**Some of the positive aspects noted:**

- Considerable progress has been made on the discussion of including women in DRR and in other development focal points.
- An integrated (development, CC, DRR) gender action discussion and plans have been initiated in a few countries, the Pacific islands showing considerable progress on this.
- When the state adopts policies on women and gender, it has a significant influence on other key actors encouraging them to take measures to include gender and women into their programme planning and implementation.
- There is recognition that there is a lack in collecting gender segregated data and storing data, and that women play a relatively important role in the post disaster relief and reconstruction.
- International DRR day for 2012 with ‘Women as an Invisible force’ being the theme, encouraged and gave an impetus to carry out awareness programmes.
- A suggestion that cultural and religious barriers can be overcome by involving religious leaders in the DRR campaign.

**Gaps:**

- While progress has been made on the discussion of including women in DRR, in most cases, the approach is of poverty alleviation and reducing vulnerability of disadvantaged groups for community resilience building and as a consequence of that women’s active role in times of disasters is undermined by the state.
- Although perceptions are changing, there remains a continuing conceptual paradigm about women as a ‘vulnerable’ grouped together with girls, elderly and people with disabilities.
- Policies are adopted and may have been implemented but no proper mechanism for M&E.

**Contributions by CSOs**

**Key points**

- There are examples of women inclusive community based DRR, projects that had hazard mapping, emergency response, advocacy etc. Some projects also had livelihood components targeting women to strengthen their coping capacities.
- All organisations have related their DRM work to the impetus provided by HFA1. They have indicated the need for data collection methods that are context specific and gender sensitive and information dissemination methods that are accessible to women and consider their mode of communication and networks.
- Recommend the identification of structural weaknesses in the national DRR frameworks and the need to strengthen linkages between the national, local and community level, both in disaster response, and DRR.
- Even where national level DRR frameworks and laws are in place, there is a continuing tendency to treat DRR as a stand-alone issue rather than as a key component of development.
Case study competition

- Women play a greater role in DRR and mitigation at the community level than often acknowledged.
- Where women are involved in all levels of project activities from consultation, planning and implementation, they actively participate in decision making at the grassroots level and strategise to find openings to being involved in decision making.
- Training of officials, especially female officials, within the implementing organizations/government officials can make a big difference in participation by women/girls as well as the programme’s success. E.g. Assam case study
- Both men and women must be encouraged to share their knowledge, as their perspectives and knowledge will be different and complementary. Inputs from both men and women are required to enrich any analysis, so that the community can successfully adapt and even prosper, faced with disaster hazards and the diverse manifestations of climate change. E.g. Bua case study
- Context specificity in projects and approaches is important, and the differing priority within Asia Pacific was visible even in this small sample.
- Women’s ability to mobilise communities is another factor strongly emerging, reiterating what was found in the literature survey.

General Observations and Gaps

- Majority of the activities at grassroots level DRR include and recognise women’s role as caregivers, service providers and managers of household affairs. However, women’s role goes beyond the care giving role as they are often involved in work normally recognised as ‘men’s work’, challenging the norms.
- Since in many cases there are no proper M&E processes to measure success, it is very difficult to make inferences on consequences of promoting women as leaders or the extent of women’s empowerment.
- No proper documentation is maintained on women’s activities and that may be a reason for women’s contribution being invisible.

Recommendations and Justification

Analysis
The analysis is structured as mentioned above to reflect the expert group’s advice on seven key areas for analysis and recommendations based on good practice and gaps in the inclusion of women’s concerns in DRR. These categories were derived from a review of information gathered through a literature survey and data collection, together with expert knowledge and information available within the expert group. This section provides the recommendations with relevant analysis and justification.
1. Accountability

The HFA recognises civil society actors as an important stakeholder group, but that States have the prime responsibility. This is because the state has the powers to endorse, accept, and implement international treaties, policies, and frameworks and the sole power in making laws and legislative acts at national level. It also is the state that has the capacity and power to mobilise all state resources towards social change and wellbeing of its citizens. As such the States are also accountable to the international community and to their constituency in aiding and facilitating the national agencies and civil society actors to implement the policies adopted.

Shahrashoub Razavi and Carol Miller state that throughout the 1980s, as the efficacy of central planning came under questioning and as the ideological discrediting of the state gained momentum, NGOs were embraced by donor governments and multilateral funding agencies as partners in development. By promoting a bottom up approach to development, women’s rights advocates and development specialists saw civil society as key players in mobilising women for collective action. However, these
created unrealistic expectations on the capacity of civil society organisations to engage in bottom up development and create structural/attitudinal changes.\textsuperscript{5} It is argued that this condition has eroded the accountability of States creating the space for state actors to eschew the responsibility to civil society actors.

The HFA2 proposes to reemphasize the role States need to play in ensuring social change for the wellbeing of its citizens; in this case it is about shifting to new development pathways that embed DRM. Public policy is expected to effectively guide public and private investments, reduce existing risks, prevent constructing new risks, and strengthen resilience to manage disasters due to unavoidable risks and move forward. Its success will determine the level of disaster loss and damage a country faces and the longer term impacts on its economy and welfare.

The literature shows that the main reasons for women’s’ specific vulnerabilities and women’s contributions in DRR as active agents to go unrecognized are the constraints posed by ideological, social and cultural factors. Patriarchal relations and structures are difficult to eradicate and these emerge in new ways when existing patriarchal traditions are challenged or disappear, which thereby create new conditions for women’s subordination\textsuperscript{6}.

This status is reflected in many countries where the policy recognises rights of women. However it is safe to say that policy implementation has so far had a slow impact on recognition of women as equal stakeholders. The proposed HFA2 refined outcomes seem to rely heavily on having and implementing effective public policy. As public policy implementation does not favour women, the HFA2 will have to make very specific strategic targets that focus on women’s DRM and resilience building issues and contribution under the Priorities for Action. It should further make governments (and other stakeholders that volunteered commitments to HFA2) pledge to commit to these targets too along with their voluntary commitments.

HFA2 also anticipates governance systems to recognise multi-stakeholder roles and facilitate collective action through stronger accountability mechanisms. Women are rarely recognised as stakeholders through accepted mechanisms at present and there is risk of continuing this status quo. Further if national and international statistics derived from formally accepted databases are to assess progress on priority actions, it will almost certainly bypass issues of women and other vulnerable groups that are hardly captured by these systems.

There are examples that when the State takes a specific interest and intervenes in a significant manner, changes were made to integrate gender and to address women’s needs and issues\textsuperscript{7}. The Bikol region (Philippines) and Makkasar (Indonesia) are two such examples (See Annex 2 on Literature Survey).


\textsuperscript{7} Gero, K. M’eheux, and D. Dominey-Howes (2011) Integrating community based disaster risk reduction and climate change adaptation: examples from the Pacific Published by Copernicus Publications on behalf of the European Geosciences Union. Case: Community Based Health and First Aid: Samoa Red Cross Japan Women’s Network for Disaster Risk Reduction ‘How we wrote gender perspective into Japan’s 6 disaster legislation’<www. web.net/files/32983_32983insideprint1.pdf>

Recommendation 1.1. Build capacity of local governments to collect relevant data that are in line with recommended enhanced monitoring system of HFA2

- National governments should prioritise local data collections as the base for collecting data for their national databases and donors to support this.
- UN agencies to support government’s efforts in aligning these databases and generating comparable statistics from bottom up.
- National governments to seek assistance from academic sector and allocate resources to setting up systems, training local staff and developing baselines etc.
- CSOs to assist local government (LG) in this effort by providing additional technical backstopping.
- Effectively functioning local databases compatible with national and international databases having baseline data where necessary would be the indicators of progress.

Recommendation 1.2. Use participatory mechanisms for collecting and updating local data and include women’s groups and networks as a mandatory stakeholder

- As data collection at local level has many challenges such as resource constraints, the use of participatory methods of data collection and analysis would be the practical reality.
- Local Government should prioritise data collection and planning within their strategic plans, insist on assistance from national governments and seek help from CSOs.
- National governments and UN should assist by designing micro data collection system with possible different data fields at micro level to reflect local concerns that converge with macro data, without losing its significance.
- Local authorities (LA) should recognize link between reducing vulnerabilities of women and DRM and resilience building of local area and include women as a stakeholder group that can act as a force of resilience building.
- CSOs should act as a link between LAs and women by mobilising women’s social capital by facilitating stronger networking, negotiating for and taking responsibilities for delivering solutions.
- Active engagement and leadership of women in DRM and resilience building plans of LAs would be the indicator of progress on this action.

2. Policy and Planning: Resourcing, Financing and Budgeting

Governments’ commitments to gender equality often lead to good policies but inadequate implementation mechanisms. Strategic linkages between political aspirations and the budget preparation should be used to push practice of dormant national policies on gender equality, and use appropriate gender-based tools to analyse gender in the national and sectorial budget with the use of disaggregated data.\(^8\)

Sara de la Rica’s study on *The Impact of Gender Segregation on Male-Female Wage Differentials* shows the importance of collating gender disaggregated data.\(^9\) The study says ‘The analysis of the gender wage gap and the fraction of the female-male wage gap due to gender segregation over these two time

\(^8\) UN Women ‘Enabling Gender-Based Policy Analysis: UNIFEM Supports Policy Seminar in Rwanda’
http://www.unifem.org/news_events/story_detail640c.html

periods is helpful in informing the design of policies that effectively target such differentials.'\(^{10}\) In the literature consulted there is evidence that such procedures pave the way for equity and women’s leadership.\(^{11}\)

Resourcing, financing and budgeting are essential for women’s empowerment programs.\(^{12}\) Gender responsive budgeting improves both the expenditure and the revenue of budgets, decision making processes, aids related processes and improves statistics and indicators. It expands gender mainstreaming, brings the ‘care economy’ and women’s time burdens into focus, and highlights the importance of budget processes at macro, meso and micro levels. These processes have impacts on gender equality, and foster participation and political empowerment.

The literature surveyed and good practice cases show that this is a slow process although multilateral organisations such as ILO\(^{13}\) and UNESCAP\(^{14}\) have come out with tools, encouraging the mandating of collection and use of gender disaggregated data. Most States lack the tools and capacity to collect or use gender disaggregated data as indicated by the Indonesian and Afghanistan governments during the consultation — and suggest building capacity, before mandating the collection and use of disaggregated data. Good practice of the Government of Philippines shows adoption of Gender and Development Policy Budget that requires all government agencies and local governments to utilize at least 5% of their respective budgets to address the needs and uphold the rights of women.\(^{15}\) ADB funded damage and loss assessment in Pakistan post 2010 floods in Sindh, Pakistan\(^{16}\), is another example. It has shown that gender sensitive financing and budgeting can push strong positive changes\(^{17}\).

Use of gender budgeting in programmes will deliver desired results for women, only if viable and practical options to address problems specific to women in DRR context are available. For instance, technologies required for addressing issues of women can be different to that of men. Thus resourcing and investing in technologies and research to address priorities of women is also important. For

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10 Ibid. p.4  
11 Elaine Enarson (200) Gender and Natural Disasters Recovery and Reconstruction Department, G e n e r a l S e c r e t a r y a (ISoN 92-2-112260-3 Case: The NGO Pattan’s work in India is a case study of reconstructing to empower women; Groots International (2011) Leading resilient development Grassroots Women’s Priorities, Practice s and innovations [online] www.undp.org/.../leading-resilient-development—grassroots- Case Partnering with the government to improve access to health services in the tsunami-hit districts of Tamil Nadu  
13 http://laborsta.ilo.org/applv8/data/segregate.html  
15 UNISDR Asia Pacific Secretariat, 2012, Disasters and Social Vulnerabilities in the Asia Pacific Issues, Challenges and Opportunities, Synthesis Report, P.59  
16 Suggested by the Gender and Child Cell, Pakistan; https://www.gfdr.org/sites/gfdr.org/files/publication/Pakistan_DNA.pdf  
example positive results on resilience building have been shown in instances where household food security, water and women’s traditional livelihoods have received priority investment.

The progress made even in a limited sense in the case of Pakistan’s National Disaster Management Authority (NDMA) Gender and Child Cell (GCC) in the developing of the National GCC Framework for the next three years (2014-2017), endorsed by all the Director Generals in the Regional/PDMAs is commendable and the “Policy Guidelines on Gender Vulnerable Groups in Disasters” is one we can draw lessons from. The guidelines are to be incorporated into relevant NDMA and PDMA documents and operationalised through development of Standards of Practice (SOPs) and capacity building trainings. At the national level, these are being recommended for integration into the National Social Protection Framework that is being developed by the Planning Commission


Recommendation 2.1: Mandatory use of gender disaggregated data & gender analysis in assessments (needs assessments, damage and loss assessments), planning, implementation, M & E of development and DRR programmes

- Many actors at different levels need to come together to ensure gender disaggregated data collection and use to become an accepted and normal part of development planning; i.e. At the global level International donors to insist on the practice, National and Local Governments (national statistics offices) to invest in disaggregated data generation and use, and academia/research institutions to invest in developing methodologies and tools.
- Further, the international data collecting and sharing mechanisms such as EMDAT, DLDBs UN Statistical commission etc. too need to revise methodology and formats to accommodate gender disaggregated data. UN mechanisms (e.g. UN Women, ILO) need to recommend methodologies and develop capacities of governments and the UN system itself.
- HFA2 Enhanced Monitor together with the proposed common review mechanism of HFA, SDG and CC to monitor the implementation of this recommendation. An indicator for this would be to monitor the practice of at least two countries in each sub region by 2018, four in 2022 and six in 2025 through the national reporting mechanism.

Recommendation 2.2: Invest in sustainable technologies to foster resilience of women and ensure all allocations for research include specific aspects of resilience building of women (technologies, analytical tools, documenting existing good practice etc)

Donors/international financing institutions, national governments, sciences and technology institutions, global and national corporate sector and foundations that support science and social research must subscribe to Beijing + 20. An indicator of success would be secure budgetary allocation and resourcing for women specific technology options in SDG s. Allocations made through the National Science and Technology budgets and use of it would reflect how far R&D institutions have made progress on this.

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18 http://www.un.org/esa/gopher-data/conf/fwcw/off/a--20.en (Paragraph 35 states ‘Ensure women’s equal access to economic resources, including land, credit, science and technology, vocational training, information, communication and markets, as a means to further the advancement and empowerment of women and girls, including through the enhancement of their capacities to enjoy the benefits of equal access to these resources, inter alia, by means of international cooperation)
Recommendation 2.3: National and local emergency and recovery to include funds to address women’s issues

Awareness created and capacity building amongst national planning commissions and finance ministries (as recommended under area 5) would push making budgetary allocations to implement programmes focusing on women through national and local delivery mechanisms.

3. Policy and planning: Better informed decision making process

Research has shown that women and men have different capabilities, needs and tastes, which was discussed above. It is also widely documented that due to other variables such as class, ethnicity and religion further segregation of women’s issues and experiences occur. Although context specific gender analysis examples were hard to come by, bad practice examples of ignoring gender differences in planning and implementing programmes could be identified. Development of methodologies, tools and expertise that consider heterogeneity beyond gender is important for gender sensitive development.

The CSOs that contributed (IAP members) information pointed out the need for data collection methods that are context specific and gender sensitive. Emphasis was also placed on information dissemination methods that are accessible to women and consider women’s communication methods and networks.

Recommendation 3.1: Policy to support and guide context specific gender analysis in planning

- National governments should mandate context specific gender analysis for all levels of planning and ensure having adequate capacity to implement such analysis.
- Women’s Ministries or focal points for Women’s Affairs should ensure availability and the use of appropriate tools, methodologies and expertise in planning stages and should sign off on the plans. This can be done by having MOUs between Ministries of Women and the NDMCs and signed off plans would be indicators of progress. This will also ensure that DRM and resilience building programmes conform to CEDAW and other related international conventions. This too can be monitored through the enhanced HFA Monitor linked to the proposed common review mechanism.

Recommendation 3.2: Planning tools for risk assessment such as EIAs, SEAs, DIAs should look at gender disaggregated risk reduction and prevention, with setting appropriate standards

- Develop methodology, tools and clear guidance, and make expertise available for gender sensitive EIAs, Inclusive Strategic Environment Assessment (SEA) and Disaster Risk Assessments (DIA) etc. to facilitate practice.
- Women’s Ministry should work with Census Departments and other ministries to develop new data categories to measure women’s specific issues and needs such as those that relate to women’s health and hygiene which are collected by introducing practice of new and existing data to be sex disaggregated.
- Investment to be guided by such data and analysis e.g. Factories need to improve building standards to prevent and minimise risk to women workers.
- Indicators of success should be the introduction and implementation of measures for management of women’s prospective and corrective risks. HFA2 enhanced monitor can be used as the mechanism to facilitate practice and making actors accountable.

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• Public access to strategic documents and guidance will illustrate how gender issues are addressed through public policy and practice.

4. Have Common Gender Accountability in Global Commitments

The ISDR publication on policy and practical guidelines for making DRR gender sensitive, states that ‘Gender issues have slowly become visible on the global DRR agenda after decades of marginalization in inter-governmental processes’. The report shows that progress has been made with the international programmes such as HFA and MDG. Nevertheless, the global community needs to make gender mainstreaming a top priority action in their policy, legislation, financing and programming. It is also important that the efforts and reporting of the global development frameworks such as HFA2, CC mechanisms and the post 2015 development framework are not duplicated. Instead, if the limited available resources within the various sectors are tapped and a shared or complimentary process is developed, greater strides in ensuring women’s inclusion, recognizing their potential and increasing their resilience can be made.

The Pacific Islands have made progress in recent years in attempting common goals and plans. The 12th Conference of Pacific Women held in Rarotonga, Cook Islands in October 2013 endorsed the need for harmonisation of reporting to minimise costs and reduce the administrative burden on governments. The 43rd Pacific Leaders Forum Communiqué (30 August 2012) and The Triennial Conference of Pacific Women reinforce this. Iceland’s integrated submission to the United Nations Framework Convention on Climate Change is another good practice example.

Iceland has reported integrating gender in the joint planning, priorities and objectives of Iceland 2020, where changes are being made to the structure of the public sector and the strategic tools that have been used over the past years are reviewed. Iceland suffered in last decade’s financial crisis and thus embarked on Iceland 2020, in which 20 benchmarking goals and indicators have been set, 15 of which relate to social inclusion, education, innovation and sustainability, while only 5 refer to economic and developmental issues. Further to this, gender budgeting and other inclusion strategies have been built into the plan. Accordingly, gender inclusion in Iceland’s submission to the United Nations Framework Convention on Climate Change, is part and parcel of an integrated plan. This case was highlighted in the expert group meeting.

While government and CSOs facilitate women’s inclusion, women themselves must get appropriate spaces to make their voices heard. Women should not be put in token positions or positions of weak and vulnerable representatives in forums that are beyond their capacities and where they become a silent display. Women must be allowed to voice and take decisions with dignity with others’ support. Change of attitude of media towards women in disaster contexts is fundamental to shift public opinion about women being able to actively contribute to DRM and resilience building while overcoming their specific vulnerabilities.

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21 Sarah Whitfield, December 2013, Gender and Disaster Risk Reduction in the Pacific Data Collection for the Asia-Pacific Submission to the Post 2015 HFA DRR Framework – Sub Regional Study
Recommendation 4.1: Actions for HFA should be complimentary with other relevant international conventions such as CEDAW, HR convention, UNFCCC, ILO gender equality convention etc.

- National governments should negotiate and ensure policy consistency, while global CSO and lobby groups must add pressure for same.
- International bodies (e.g. UNFCCC, UNISDR, CEDAW, General Assembly for 2015, Commission on the Status of Women [Beijing +20] etc.) should prepare governments to get gender considerations included in the HFA2 as a primary indicator and integrate it with the post 2015 global development framework and CC framework.

Recommendation 4.2: Develop a set of common targets and indicators to achieve women’s empowerment and facilitate women to become a force in resilience building, through the implementation of HFA2, CC frameworks and post 2015 development agenda.

The UN agencies (e.g. UNDP, UN Women, OCHA, UNISDR etc.) to ensure international instruments (HFA2, CCFW, Post 2015 development framework, CEDAW, Human rights declaration etc.) get reviewed through a common mechanism. UN to suggest such a mechanism and provide clear international guidelines (e.g. IASC gender guidelines) and promote gender considerations as recommended above to be an integral part of government policies and implementation mechanisms.

Recommendation 4.3: Ensure women’s rights and dignity in all processes

- The above proposed common monitoring mechanism recommended at international level should also include the rights and dignity of women and measure progress against it.
- National focal points must develop capacity building programmes for media and public education, and support curricular development for training for gender sensitive public messaging and reporting. Number of course modules, academic programmes, media and teacher training programmes implemented and change in reporting (number and quality of media coverage) during future calamities would be indicators of progress. Dignity Kit as part of the tool box used in emergencies can also serve as an indicator on level of concern and inclusion.

5. Capacity Building of Planners and Officials changing perceptions on Gender Roles in DRM and Resilience Building

The literature survey and case studies show that women have been focused on in community resilience building programmes or projects that directly build women’s capacity through training, education, awareness raising, advocacy and financial support. The evidence clearly shows that when space is created women participate and act as a force of resilience for households and their neighbourhood. e.g. Their active engagement in community in disaster preparedness, risk reduction and mitigation programmes are shaped or restricted by local contexts. This study also shows that in many instances

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Groots International (2011) Leading resilient development Grassroots Women’s Priorities, Practice s and innovations [online] www.unpd.org/.../women.../leading-resilient-development--grassroots-
Canadian Red Cross ‘Not Just VICTIMS Women in Emergencies and Disasters’ <www.nnewh.org/images/.../1883Not%20Just%20Victims%20ENG.pdf>
women continue to face numerous ideological and cultural/social constraints in becoming active participants in DRM and development.

Some case studies indicate that due to lack of proper evaluating and monitoring mechanisms, women’s active agency in reducing risks and vulnerabilities are accounted for and reported inadequately. Women’s contributions and roles are therefore often rendered invisible. The literature survey and case studies reveal that women possess a wealth of knowledge on early warning, climate conditions and changes, habitat degradation, ways of coping with such changes and knowledge about preventive mechanisms used by communities without external support. Yet, more frequently than not, this knowledge remains untapped in local planning as women are ignored as stakeholders. Thus, capacity building of officials in government, local government and CSOs to include women as a specific stakeholder group should be made mandatory. Many examples show how plans are prepared with no gender considerations due to the lack of capacity. e.g proposed comprehensive sustainable development approach in Sri Lanka (Divi Neguma) has been planned with no gender considerations and implemented with officials who have no capacity to run inclusive programmes. The consultation with governments saw the Indonesian & Afghanistan responses recognising that there were no tools for engaging in these aspects.

Making society aware of women’s active contribution and in instances leadership to development and DRM will in turn help women become more active agents of positive change. Training professionals and media personnel (as mentioned in 4.3) to support change of attitude is vital to create the environment for women to become a force of resilience building.

Cases from Afghanistan, Pakistan and Bangladesh provide examples of strategies that have been used to gain women’s access to capacity building in DRR, thus paving the way for attitudinal changes at the community level. It is also clearly reported that this has been a slow and arduous process. Training of officials under the Craft Marketing Innovations for International Markets project funded by EC co-financing in Cambodia and the inclusion of gender sensitivity in the tertiary level courses in universities are examples of good practice.

Most of women’s capacity building in disaster response and disaster mitigation programmes is limited and encapsulated within providing care and services. This endorses prevailing stereotypes that women are only care givers and service providers. It is imperative that awareness raising and education programmes are geared to deconstruct this image. Emphasis should also be on the various roles that women play including decision-making, going beyond subordinate roles in unrecognized and informal economic activities while taking care of the security and wellbeing of the family. Existing mechanisms need to be strengthened to make women become more visible and an active force of resilience.

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24 Expert group discussion
25 World Vision Pakistan, Empowering Women Through Community Resilience Approach, Kaandh village of Muzaffargarh district, Pakistan (Response to IAP Members on KA4), http://unisdr-apps.net/confluence/display/AMCDRR/6+AMCDRR-TS+Leads+and+HFA2+Area+Coordinators%27+workspace
27 Disaster Management and Sustainable Development MSc Northumbria University, New castle www.northumbria.ac.uk/?view=CourseDetail&code=DTFDM56; MSc in Risk, Crisis & Disaster Management University of Leicester, www2.le.ac.uk › ... › MScs by Distance Learning
Recommendation 5.1: Awareness building of professionals in SDG/CC/DRR on gender inclusive/gender sensitive approach to planning and implementation

- UN agencies (UN Women, UNDP, OCHA, UNDG), INGOs, Women’s Ministries in national governments and academic institutions must carry out (1) Global and national training and awareness building (2) development of institutional mechanisms for planning and implementation of programmes to achieve DRM and resilience building through sustainable development (3) incorporation of gender in national higher education curricular.
- Governments should also set minimum targets at national levels including investments to be used as indicators of progress.
- National and international common review and reporting mechanisms should be able to monitor progress.

Recommendation 5.2: Awareness building at the local level (LG and community) on gender inclusive approach to development and DRR

- National and local governments’ institutions together with Women’s Ministries should provide guidance for practice of inclusive planning and reporting systems at local levels. e.g. Training of officials responsible for production of national progress reports and government negotiators for 2015 processes
- Professional training mechanisms at national level (such as IAS in India, Pakistan; SLAS Sri Lanka) universities and other academic curricular development systems should be made key service providers. A long term commitment to this should be given taking the local government level context into account and indicators should be developed to reflect this.

Recommendation 5.3.: Tackling ideological, attitudinal and cultural constraints through education and awareness

- This recommendation has an overlap with 4.3. where focus is on public awareness inclusive of media. It is also recommended that officials in development programmes are subjected to direct awareness raising and this should also be part of basic education. Training institutions, curricular development institutions, media and public awareness agencies, UN Country Team’s (UNCTs) and Women’s Ministries to provide guidance and work on school and higher education curricular development to promote awareness on gender issues and their consequences.
- Training programmes of civil/administrative officials should also reflect these changes. Mandating public awareness development mechanisms and changes to curricular of media /journalists as recommended in 4.3., would support respective changes. This is also an area which needs long term commitments indicators should be developed to reflect this.

6. Reduce women’s social vulnerabilities

Vulnerability is the degree to which people, property, resources, systems, and cultural, economic, environmental, and social activity are susceptible to harm, degradation, or destruction on being exposed to a hostile agent or factor. The UNISDR Asia Pacific Synthesis report on Disasters and Social Vulnerabilities observes that social vulnerability is the ‘least understood and the most difficult’ and ‘remain mostly invisible and are deeply rooted in social systems, community structures and power.

29 Business dictionary <http://www.businessdictionary.com/definition/vulnerability.html#ixzz2rlAxedW6>
The economic conditions of country, climate change, natural hazards and civil conflicts cause disasters; and the people who have least access to resources and power to make decisions are the most affected in such disasters. It is clear that social vulnerabilities have various dimensions. Within the structural conditions of disasters mentioned above, gender relations in a society creates a second layer of vulnerability. Within this women face numerous vulnerabilities as gender intersects with ideological perspectives, class, caste, ethnicity and religion etc. Enhancing women’s access to information and knowledge, and investing in technologies targeting women has shown to deliver positive results. As mentioned under recommendation 2.2, technological options to deliver specific solution to women’s problems and their access to information and training to improve their capacity (recommendations 4.1 and 4.2) should be considered as investment priorities. The pilot projects in Wanduruppa, Ambalantota in Sri Lanka that addressed recurrent flooding; the Women’s Union monetary awards for best practice in appropriate technology for women in Vietnam, and the Uttarakhand Livelihoods Improvement Project in the Himalayas (ULIPH); albeit are at a limited scale, are examples that can be built upon. Systematic studies can gather further evidence for investing in women. The Pacific consultation strongly recommends this. This would also show that when women take an active role and use available spaces and resources, they not only raise their own resilience but also that of the wider community. This has economic sense as it could reduce damage and loss at individual and community levels. As there are only a few good examples, it is important each country engages in pilots to test and better understand return on investment in making women a force of resilience building.

A well understood example is the perception that Early Warning Systems (EWS) is a key factor in minimizing disaster loss and is gender neutral. EWS in many cases do not provide EW information to women in an understandable or timely manner. The weak link women have to EWS and related capacity and information, frequently go unnoticed. An on-going study of ICIMOD analyses the EWS systems in Nepal, Bhutan and Pakistan in an attempt to find out how the EWS that are currently in operation in these countries deliver ground level requirements of men and women. This will no doubt highlight these disparities.

While promoting women’s active agency in DRR, the new framework (HFA2) should continue to address women’s vulnerabilities and work to reduce them. Case studies show that programmes aimed to reduce social vulnerabilities of women have empowering impacts and such actions need to be strengthened.

33 Viet Nam- innovation fund for women with UN Women and The World Bank, Viet Nam Women’s Union- monetary awards for best practice in appropriate technology for women -Consultation meeting
34 ICIMOD, Study on Gender Dimensions of Early Warning Systems in Nepal, Bhutan and Pakistan, (Response to IAP Members on KA4), http://unisdr-apps.net/confluence/display/AMCDRR/6+AMCDRR+-+TS+Leads+and+HFA2%2BArea%2BCoordinators%27+workspace
Elaine Enarson (200) Gender and Natural Disasters Recovery and Reconstruction Department, Geneva ISBN No. 92-2-112260-3 Cases: The “window of opportunity” for social transformation, Reducing vulnerability through training; Case: Gujarat earthquake: Water at the doorstep
Recommendation 6.1: Innovative pilot projects in each country that demonstrates better engagement of women in local DRM and resilience building; where women have increased access and control of livelihood resources, capacity building, markets, finances etc. and better claim to post disaster assistance which could result in less loss and damage in disaster situations

- Governments and CSOs should carry out pilots with inputs from Ministries of Disaster Management and other relevant stakeholders.
- UN and other international organisations and donors should prioritise and support the initiatives.
- Work has to be included in government plans (whether government implements the projects or not) with women focused baselines and using methodology which allow measuring disaggregated progress. The outcomes of projects and lessons learnt; project level decreased damage to crops; increase in the number of girls going to school; less damage to houses; ability to attend work of would be indicators of successful return on project investment. Initiative to carryout pilot or action research projects for learning at national levels and progress on same would be indicators of progress of against recommendation

Recommendation 6.2: Invest in sustainable technologies for DRR and CCA which foster women’s resilience

This recommendation overlaps with 2.2. where emphasis is on budgetary allocation for technologies that empower women. This recommendation complements 2.2. by emphasising on the linking such allocation to plan and execute programmes that reduce women’s social vulnerabilities rather than on actions targeted on women which keep them continuing what they already do.

Ministries of Disaster Management with ministries or departments of social science should coordinate with sectoral ministries (Environment, Agriculture, Fisheries, Forestry, small businesses etc) to develop guidelines for research and development. The national R & D strategy needs to recognize the need for appropriate technology to address women’s needs build on innovations (often not obvious) and identify best practices to scale up through government programs. R & D institutions, universities, civil society should prioritize action research on sustainable technologies for women while leveraging resources from government budgets and donor funds. A target could be that development of appropriate technology for women comprise 30% of the R &D budgets.

Recommendation 6.3: Access to knowledge and delivery of information has been recognized as a key area (PFA3), and thus all strategies, plans, methodologies relating to this must be women friendly and context specific

Disaster Management focal points and civil society to develop norms and standards (common knowledge standards are currently being discussed by partners of IKM4DRR36) and provide guidance to channels from which women access knowledge (e.g. training institutions, media, early warning forecasting institutions, emergency rescue organisations and donors). An indicator would be that all government and training programmes have a minimum participation rate of 30% of both sexes, which can be monitored through disaggregated data for access to training, resources, funding and common standards for knowledge.

7. **Strengthen capacities of women**

The importance of roles women already play in DRM and resilience building is highlighted throughout this report. Women make an important contribution to anticipatory and corrective local risk management and resilience building emphasized in HFA2 proposals, particularly at local levels. Since women are often not formally recognised, they will not be able to effectively contribute to achieve HFA2 outcomes. Building capacities to enhance women’s already existing capacities and bring in new skills are fundamental to enable women to make a strong contribution at local level to HFA2.

Local communities including women have knowledge capacity to reduce risks. Women must be encouraged to bring forward and share their knowledge, as their perspectives and knowledge will be different and complementary to those of men. Inputs from both men and women are required to enrich any analysis, so that the community can successfully adapt and even prosper, faced with disaster hazards and the diverse manifestations of climate change. For example, in Bua, men are mainly engaged in fishing activities further out on the ocean and are involved in commercial sales of fish, while women focus on subsistence fishing to feed their families. Men hold a wealth of knowledge about species which circulate beyond the edge of the fringing reef, such as pelagic fish including mackerel and tuna, sea turtles and sharks sensitive to changes in ocean temperature often associated with climate change. Local women on the other hand, are knowledgeable about the state of the sea grass, its health and abundance compared to previous years. Both sets of information were necessary to determine CC impacts.

Both development and DRR approaches continue to be top down even though there is increasing emphasis on strengthening bottom up approaches. Strengthening existing local level capacities and incorporating local knowledge is now accepted to be fundamental to understanding risks arising of CC. Raising awareness about gender inequality and women’s rights among women themselves also helps to build women’s agency and value their own knowledge and contribution. The ICIMOD study points out examples of empowered communities that have started questioning traditional practices harmful to women, and have shown an increasing recognition of women’s contribution to the wellbeing of the community.

Literature too, indicates that women rely on each other and mobilise collective social capital through networking to resolve many of the issues they face including issues related to DRM. These may be professional networks or affinity networks and they create platforms for women to trade, access to

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38 Karen Bernard, UNDP Pacific Centre, and Margaret Fox, Wildlife Conservation Society (WCS) Fiji Program, CLIMATE CHANGE ADAPTATION IN BUA, FIJI: the gendered knowledge gap

39 Ibid

40 Elaine Enarson (200) Gender and Natural Disasters Recovery and Reconstruction Department, Geneva ISBN No. 92-2-112260-3; Suranjana Gupta and Irene S. Leung ‘Turning Good practices into Institutional mechanisms: Investing in grassroots women’s leadership to scale up local implementation of the Hyogo Framework for Action’ An in-depth study for the HFA Mid-Term Review Groots International and Huairou Commission

credit, marketing and child-care etc. Women networks are confident and more articulate when they are empowered (as the case study on Bangladesh flood management programme and also some cases listed above show), and are able to bring about change in local risk management in their communities.

**Recommendation 7.1: Strengthen existing local knowledge and capacities of women in emergency management DRM and resilience building**

- National planning and focal points of DRM should work together with Women’s Ministries to allocate resources for capacity building of women. Pilot work recommended under 6.1 could provide evidence to show that this resource allocation would be an investment to reduce loss and damage at local levels.
- University and other academic curricular development institutions should work together with local authorities and institutions, and CSOs to ensure development of relevant training programmes.
- Budgetary allocation for locally adaptable curricular development, holding local level training programmes and development projects for women and programmes that include women’s capacity building and participation which would be an indicator of progress.

**Recommendation 7.2: Use local knowledge recognizing women’s knowledge and roles they play, to protect, rebuild and sustain ecosystems**

- Local governments and CSOs should use the pilots recommended under 6.1 to establish recommended links, monitor and document evidence of change.
- Community, training institutions, media, early warning forecasting institutions, emergency rescue organisations should be involved in this while research institutions and donors should develop guidelines and incentives for collating and storing women’s knowledge on changes in habitat, local medicine, weather patterns, mapping, environmental friendly waste disposal etc.
- Measuring impacts of how such practical knowledge helps to transform communities to low carbon pathways of development through monitoring mechanisms including mid-term review of HFA2 will provide justification and evidence for resource allocation for women’s development.

This should lead to developing inclusive planning guidelines and mandatory inclusive development and DRM planning at local levels which would be an indicator of progress.

**Recommendation 7.3: Strengthening women’s affinity networks**

- National governments, Ministries of Education and Higher Education, NDMCs, CSOs and CBOs should support women’s networking at all levels (local, national, global) to allow greater voice for their concerns and facilitate women’s leadership building in DRM and resilience building.
- Networks of women representing their own collective voice would make minimum participation requirement rate of 30% of both sexes in planning as recommended under 6.2. more meaningful going beyond tokenism. This can be incorporated to local plans and monitored through local progress reports produced to feed in to HFA2 enhanced monitor through national reports.

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Conclusion

The study endorses the current discourse on a rights based approach to building resilience. Building on this argument, actions need to adopt a rights-based approach in all aspects of disaster risk reduction, response, recovery and resilience building that identifies and addresses the different roles and needs of women and men.

The study clearly supports the fact that women play a significant role throughout the disaster management cycle, despite having specific challenges, without being adequately recognized and included in decision making. All actions at all levels must therefore recognize the productive and constructive role women play in disaster risk reduction, response and recovery; as well as recognize and address the specific vulnerabilities of women and girls in disasters (Vulnerabilities arise from the socio economic and gender based disparities/inequalities - such as gender based violence, discriminations in recovery assistance, inability to voice their own concerns and aspirations, overall neglect and disrespect/disregard of women’s rights).

It is equally important to target interventions that reject the notion that ‘women are just vulnerable and victims in disasters’. Direct sustainable investments to initiatives that identify and build women’s leadership and contribution to DRR, will provide evidence that women can make vital contributions to prospective risk management, corrective risk management and resilience building. Interventions must also unpack women’s specific vulnerabilities in disasters and address the same, to address the root causes of such specific vulnerabilities (also with reference to children, elderly etc.) so that they overcome their vulnerabilities, to become more recognized stakeholders.

Recognition that gender equality and women’s empowerment is a core factor of success in all future/post 2015 frameworks. The study focused on providing recommendations to take the women and the DRM agenda forward through the HFA2. It is also opportune that the post – 2015 deliberations are not confined to DRM and resilience building alone. The recommendations should also be fed into the ongoing negotiation processes for post 2015 global development agenda/SDGs and CCA. This will help the international community’s efforts to agree on a common or complementary set of gender goals, targets and indicators to measure outcomes of different development frameworks. Gender equality is fundamental to resilience building of women (women’s contributions and access to benefits) and therefore measuring progress on gender in each of the post 2015 SDG, DRM and CCA frameworks will be inextricably linked to each other, and in turn provide impetus to achieving women’s resilience building. Systematizing the measuring of commitments on investments, implementation targets and outcomes by the international community, national and local governments on gender equality in DRM and resilience building will strengthen common understanding and action.

Governments, donors, private sector, CSOs etc. should make commitments to the above recommended actions, targets and outcomes confirmed in HFA2 on women’s leadership and gender equality through planned voluntary commitment of the HFA2 process. Key stakeholders should have adequate information to convince them that taking women into all partnerships would be the preferable option at all levels. Development and disaster reduction financing mechanisms too must include measures for addressing women’s concerns and gender aspects.
To achieve the above, it is imperative that national and local governments, development partners, international organisations, NGOs, CSOs apply/utilize gender analysis, conducted with sex and age disaggregated data on disaster risk exposure, vulnerability and disaster impacts. This analysis can be a tool in developing policies, programmes, monitoring, accountability mechanisms and allocating funding for disaster risk reduction, response and recovery.

The HFA recognized women’s role in resilience building as important across all PfAs and targets. Gender in DRR as a result was a cross cutting issue was a must in all DRR action. However, as the HFA monitor focused on progress against the PfAs, the required attention to capture progress on gender was inadequate. Thus, HFA2 needs to take the lead to be inclusive in addressing gender issues as a primary and integral factor vs. being a cross cutting issue.

Women sensitive policy formulation and implementation as recommended above should be a priority as HFA2 proposes to rely on public policy implementation to push for disaster risk sensitive sustainable development. Measure of progress through reduction of loss and damage with the use of formal databases and statistics will only deliver results for women if their issues, concerns and aspirations are captured within these from the outset.

**List of Annexures** (in a separate document)

- Annex 1 - Key Questions
- Annex 2 - Literature Survey
- Annex 3 - Case studies
- Annex 4 - Government’s feedback
- Annex 5 - Bibliography