



Women's Empowerment in Disaster Risk Reduction for Achieving Goals of SDGs

Sustainable Development Agenda 2030 and
Women's Empowerment:
Areas for U.S.-Japan Cooperation

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Our Agenda

1. Women's empowerment, disaster risk reduction and SDGs
2. Why women's empowerment matters for disaster risk reduction ?
3. Key findings from joint research with Georgetown
4. Way forward

Sustainable Development Agenda 2030: (SDGs)

No one will be left behind

5 GENDER
EQUALITY



Goal 5 : Promote women's and girls' empowerment and gender equality:
Overarching goal for achieving all the 17 goals

13 CLIMATE
ACTION



Goal 1, 11 & 13 :
Disaster Risk Reduction (DRR)
challenges

Sendai Framework for Disaster Risk Reduction (DRR) (2015~2030)

- The importance of participation of women and other marginalized groups of people and their leadership in DRR is mentioned.
- However, the Framework does not show any strategy on how to involve women and other marginalized groups of people in DRR. They tend to be excluded from every-day decision-making processes due to the unequal power relations in society.

Women NGO forum during the 3rd UN World Conference on DRR, Sendai, March 2015: More than 100 seminars/workshops



Disasters

- ◆ Key words are **vulnerability and risk**
- ◆ Based on subjective understandings and experiences of an event (people differently experience an event) → Disasters are socially constructed
- ◆ Hazards do not always produced disasters → Disasters are products of the intersection between hazards and vulnerability
- ◆ Disasters are constructed through everyday social, economic, and political processes – unequal and discriminatory – requiring transformation

Power relations and inequalities by gender, class, ethnicity, age, and physical ability should be central to how we understand the complex concept of vulnerability and disasters

Gender and Disaster

- ◆ **Gender was invisible** or systematically simplified and women's voices were absent in disaster works until recent years (Bradshaw 2013; Fothergill 1998; etc.)
- ◆ 'Feminization of disaster': vulnerability not lie with being a woman, but with the lack of access to resources necessary for coping with hazards – gendered (Bradshaw 2013)
- ◆ The media & aid agencies create the image of women as helpless victims and mothers trying to care for their sickly and hungry children - neglecting women's coping capacity, agency & leadership
- ◆ Focus of gender & disaster discourses shifted from the root causes of vulnerability to **coping capacity & diversity** – '**resilience**' with new strategy of DRR – proactive, not responsive

Power dynamics always exist at all levels.

No country and no community can be fully resilient unless the power dynamics are transformed to more equal ones.

Disaster hit more women and can deepen pre-existing gender inequalities

(Anderson 2011; Blaikie et al. 1994)

Disasters kill more women than men, and hit women's livelihood hardest.

1. **1991 Cyclone in Bangladesh**: Women lost their lives 5 times more in number than men
2. **1994 Hanshin-Awaji Earthquake**: 1,000 more women lost their lives in number than men (1.5 times more), and many are elderly.
3. **2004 Indian Ocean Tsunami**: On average women lost their lives about 3 to 4 times more than men.
4. **2005 North-western Pakistan Earthquake**: More women lost their lives, injured and became disabled.
5. **2011 Great East Japan Earthquake**: More women than men lost their lives

Why more women died from Bangladesh Cyclone ?

1. **Care Works:** Women were not able to escape quickly since they had to take care of the cattle, children and elderly persons.
2. **Education:** Women's literacy rate was low, so could not get information from the written notice on disaster warning and preparation.
3. **Health:** Women were less healthy and nourished than men, to be able to escape and survive.
4. **Gender Norms:** Due to Parda, women didn't know where the shelters were, and how to get there without being accompanied by men. Mosques could become shelters, but women could not enter. Women were not allowed to learn how to swim, and could not swim in sareesi
5. **Subordinate positions :** Women didn't get the first hand information, but only through male members, so could not make quick decisions to escape by themselves. They were hardly the members of community DRR committees.

(Ikeda 1996, 2010)

Women aftermath 1995 Hanshin-Awaji and 2011 East Japan Earthquake

- **Women's voice not heard:** Emergency shelters run by elderly men. No partition & privacy, getting kit for women.
- **Women left behind:** Heavy duty at emergency shelters, such as cooking 3 times a day. Women lost their jobs and promotions due to delay in coming back to work.
- **Gender bias :** Subsidies for reconstruction of damaged houses and properties only for household heads.
- **Sexual and gender-based violence:** increased aftermath
- **Excluded from decision-making:** Infrastructure and town planning not gender friendly. Few women in disaster management committees (central and local).

Pre-existing gender inequality deepened due to disaster

Sea Walls: too high & costly ?



Resettlement Housing

Too high for the elderly ? Any shopping areas nearby?
Do you know your neighbors?



Emergency Shelters(schools,etc.) ⇒ Temporary Housing
⇒ Resettlement/Reconstruction Housing

Community-based and participatory resettlement planning



Panelists from India, Nepal and the Philippines visiting Kitakami-cho, Ishinomaki

Disasters as opportunities for women's empowerment

- ✓ redistribution of resources
- ✓ development of collective power
- ✓ transformation of pre-existing unequal power structures

(Bradshaw 2013, Morrow and Enarson 1994, 1996; Phillips and Morrow 2008; etc.)

Majority of governmental and NGOs plans for reconstruction tend not to include gender roles and relations as a part of their vision for transformation or **BBB** (Bradshaw and Arenas 2004)

Joint Research: JICA & Georgetown


- Joint research on gender and DRR by JICA and Georgetown Institute for Women, Peace and Security (GIWPS), 2015~2016.
 - GIWPS : 2010 Haiti earthquake (policy research)
 - JICA : 2013 Typhoon Yolanda in the Philippines and 2004 Indian Ocean Tsunami and landslide in Sri Lanka

Main Questions (Philippines and Sri Lanka Case Study):


- How local women and men experienced past disasters and prepared for a risk of future disasters
- How JICA and other external organizations contributed to recovery, preparedness, and empowerment of women in DRR.
- How JICA and other external organizations tried to transform unequal gender relations, as well as to address women's coping capacity and agency for change.

JICA & Georgetown Joint Research


CASE STUDY ON HAITI




MAKING DISASTER RISK REDUCTION POLICIES INCLUSIVE



CASE STUDY ON THE PHILIPPINES AND SRI LANKA



TRANSFORMING GENDER RELATIONS IN DISASTER RISK REDUCTION



Key Findings: (1) Negative Findings

1. **More women died than men in Sri Lanka.** The vulnerability was largely associated with class/poverty , ethnicity and gender. (ex. Muslim women did not know how to swim and hesitated to go out without properly dressed.)
2. **Housing subsidies were not timely** (delayed) and far from sufficient for rebuilding houses (the Philippines).
3. At the policy levels, not much coordination between Ministry of Disaster and Ministry of Women. (not much gender mainstreaming in DRR, no gender disaggregated data on DRR)
4. Implementation mechanisms of DRR policies are weak and not gender-responsive. (Not much investment, **women not included in management and rescue teams**)
5. Others.

Key Findings: (2) Positive/Negative Findings

1. **Emergency camp management** gave a great opportunity for women to take non-stereotyped roles, such as management and decision-making in the Philippines, but not in Sri Lanka.
2. JICA supported women for **livelihood recovery** by providing skill training and equipment in the Philippines. Some positive impact but women's workload increased. Not much impact on marketing and leadership development.
3. **The CCT and micro-finance programs** can have some economic impact, but are not always all-purpose cure, particularly for women's empowerment and leadership.
4. Oxfam assisted some women by providing them with training on **carpentering work** in the Philippines, which is generally regarded as men's work. Not so successful
5. Others.

Japan-Sri Lanka Friendship Village Iqbal Nagar, Trincomalee, Sri Lanka



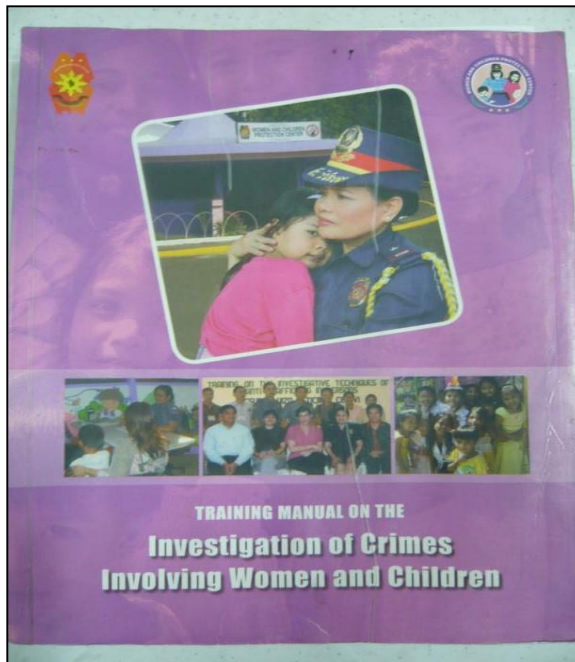
Key Findings: (3) Positive Findings

1. Interventions to protect women and girls from **sexual and GBV** in the Philippines. **Women Friendly Space** for both GBV and livelihood recovery: peer support groups. Dispatch of **police women** to emergency shelters.
2. Oxfam aimed at the transformation of stereotyped gender roles and unequal gender relations. They tried to appoint women to the role of 'early warning' and 'relief and rescue' which were not traditionally and stereotypically women's role, which brought positive impact for community coping capacities.
3. Oxfam also took into account the indigenous knowledge and experiences of women, based on which they supported for the construction of a **reservoir for flood and drought control** in Sri Lanka.

Women Friendly Space and Livelihood Projects, Leyte, the Philippines



Bunk Houses and Women Police Officers



Good Example: Flood affected areas in Batticaloa, Sri Lanka by Oxfam



Based on the disaster by flood in 2010/11, the Villavatuva Pond was proposed to Oxfam by women's group, which was completed in 2013/14.



Good Example: Suriya Women's Development Center: Batticaloa



Suriya Women's Society Group:

Acting as members of village DRR committee; exercising evacuation drills, etc.

Preparing for disaster: livelihood, saving & credit, GBV, collecting fuelwood in dry season, planting trees, watching people digging sand from lagoons, etc.

Way Forward (1)

(from Joint Research and others)

- Promote government investment in gender-responsive DRR programs and projects.
- Enhance government capacity for gender disaggregated data collection and analysis on DRR.
- Promote stronger collaboration among Ministries concerned with DRR, Ministries for Women, and CSOs.
- For external organizations, promote gender-responsive DRR activities in relevant technical, grand and bi/multi-loan programs/projects, and specify gender-responsive outcome and indicators (especially in DRR infrastructure projects).

Way Forward (2)

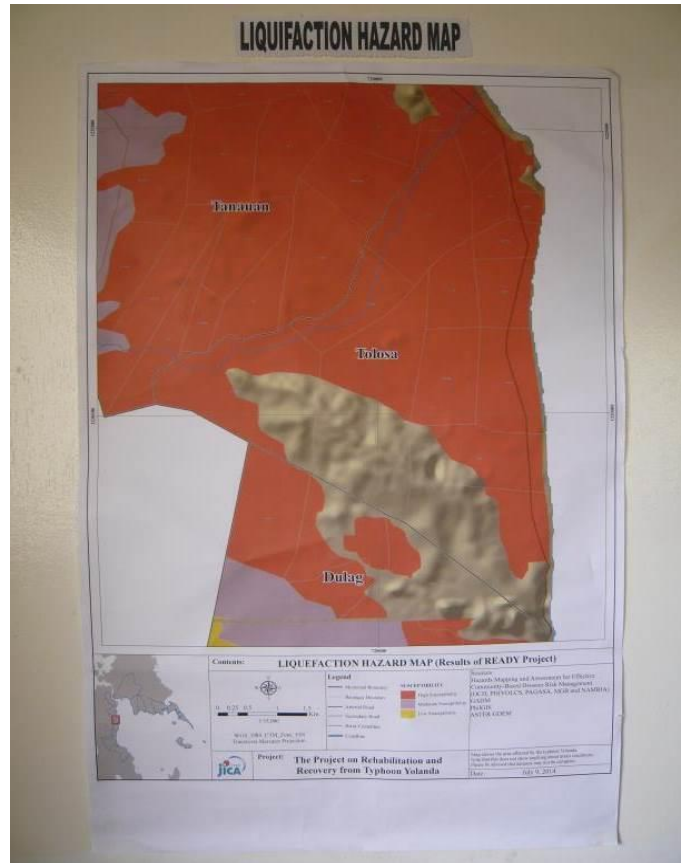
- Promote **livelihood programs** post disasters at an early recovery stages, combined with professional business and marketing training. And they should strategically aim to change attitudes and behavior of both women and men towards gender roles and values, through gender sensitization programs as well as their agency and leadership.
- Develop **transformational leadership program** for women on DRR not only at the central but grassroots levels: It is important to transform not only the gendered division of roles and work, but power relations, avoiding to excessively utilize women's 'patience' and 'responsibility'. Women are not just mothers and care-takers.

Way Forward (3)

- The DRR plan and camp management at the stage of recovery and reconstruction should include the element of how to reduce a risk of the **sexual and GBVs**. The GBVs are regarded as the products of social, economic and political processes in everyday life. Thus, as disasters occur, the GBVs can be more revealed.
- Support proactive actions for **preparedness** for a risk of future disasters, such as awareness-raising campaigns, contingency plans, community hazard maps, community based early warning, and evacuation exercises. For this, **access to accurate information and appropriate institutional arrangements** are essential. Instead of investing to high-cost infrastructures, to evacuate to a safer place early enough would be a more realistic proactive way.

Preparedness and Prevention

Municipal Hazard Map made
by JICA for Torosa, Leyte



Community Hazard Map
made by women's group in
Palo, Leyte

On-going Collaboration

- **Asian Regional Conference on Gender and DRR**, Hanoi, May 2016:
Gov. of Japan, UN Women, 300 participants, Hanoi Declaration
- **Asian Ministerial Conference on DRR**, India, Nov. 2016
Side event on gender : JICA, UN Women, CSOs, ISDR , Christian Aid
Asian Regional Action Plan for Sendai Framework
- **Joint Symposium on Gender and DRR** (World Tsunami Day event in November 2016, Tokyo)
Japan Women's Network for DRR, JCC-DRR, JICA,
WB Disaster Management Hub in Tokyo, Private Sector,
Japan Society for Civil Engineering (funding), etc.
- **Gender/diversity and DRR workshops** by JICA (2016~19)
- **Cabinet Secretariat of Japan**: Research committee on Gender Statistics and Indicators on DRR, from April 2017
- **Global Platform on DRR**, Mexico, May 2017
Joint side event on Gender and DRR: JICA, WB, ActionAid
Community Practitioners' Platform.

Regional Asia-Pacific Conference on Gender and DRR, Ha Noi, Vietnam, 16-18 May 2016

Organized by UN women,
funded by Government of Japan



Photo by JICA

Asian Ministerial Conference on DRR, New Delhi, November 2016

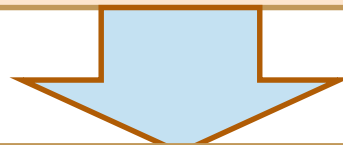


Pre-conference on
Gender and DRR



Thematic Session on
Gender and DRR

**Asia Regional Plan for Implementation of the Sendai
Framework for DRR 2015-2030**



Global Platform on DRR, Mexico, May 2017

JICA Training Workshop on Gender and Diversity in DRR,
Tokyo and Sendai, Feb-march 2016
(21 participants from 7 Asian countries)
(collaboration with CONCERN in Bangladesh,
World Bank, UNISDR, Cabinet Office, etc.)



Thank you for your great support for
East Japan Earthquake

Thank you for all the US citizens and
Operation Tomodachi:
And Friendship

