

Words to Action:

Implementing the Hyogo Framework for Action through Gendered CBDM

Introduction of Hyogo Trust Fund activities in the Context of the HFA

- **Global Perspectives**
- **Gendered Community Based Disaster Management (CBDM): Activities towards the HFA Priorities for Action in Bangladesh, Nepal, Sri Lanka, and Turkey**



United Nations

United Nations Centre for Regional Development
Disaster Management Planning Hyogo Office

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United Nations Department of Economic and Social Affairs
United Nations Centre for Regional Development (UNCRD)
Disaster Management Planning Hyogo Office

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Foreword

Over the past thirty-eight years, the United Nations Centre for Regional Development (UNCRD) has been committed to conducting research on various issues that form the fundamentals of sustainable regional development such as human security, environment and disaster management, and disseminating our findings.

This publication brings together the results from project activities conducted by the Gendered Community Based Disaster Management (CBDM) project series, which is funded by the Government of Hyogo Prefecture in Japan. The UN World Conference on Disaster Reduction (WCDR) was convened in 2005 in of Hyogo, where the Great Hanshin Awaji Earthquake struck in 1995, leading to the Hyogo Declaration and the adoption of the Hyogo Framework for Action (HFA) 2005-2015.

This publication begins with the introduction of global perspectives and proceeds to the introduction of the guiding principles and activities of the UNCRD CBDM projects. Further sections are organized to correlate Gendered CBDM project activities with each of the five Priorities for Action identified by the HFA. The chart provided at the end of the publication shows how each of these community based initiatives lead up to meeting the priorities of action towards the implementation of the HFA.

When disasters strike, communities become the immediate victims, but they are also the first responders. In examples from the Great Hanshin Awaji Earthquake, not only in its immediate aftermath, but also during the recovery process, there are valuable lessons to show how gendered CBDM yielded or would have yielded better, sustainable results as a disaster management strategy. Disasters have played a role in illuminating gender as a crosscutting issue. Gender considerations must be thoroughly investigated and implemented before emergencies strike, as it is a long-term issue affecting response, recovery, and livelihood strategies.

UNCRD is committed to bring the project results to the attention of all stakeholders and to elevate them to policy level consideration in order to aid the implementation of the HFA, which has taken the lead in emphasizing the importance of gender considerations. It is also important to note that gender considerations are not only attempts to identify existing policy shortfalls and social problems, but also to highlight the disaster management capacities embodied by gender roles and considerations in each community to give rise to greater numbers of capable and empowered first-responders as is elaborated in this publication.

Kazunobu Onogawa
Director, UNCRD

Words to Action: Implementing the Hyogo Framework for Action (HFA) through Gendered Community Based Disaster Management (CBDM)

Mainstreaming Gender Perspectives in Natural Disaster Management

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The Hyogo Framework for Action (HFA)



¹ The views contained in this article are those of the author and not necessarily those of the United Nations.

Mainstreaming Gender Perspectives in Natural Disaster Management **Carolyn Haman**

While initial approaches to natural disasters focused on technological and engineering solutions, following the International Decade for Natural Disaster Reduction in the 1990s, there has been increased recognition that many of the worst effects of natural disasters are directly linked to human behaviours, including settlement patterns and land use. The linkages between sustainable development and natural disasters are more clearly recognized today. Development practices which ignore natural hazards can contribute to environmental vulnerability. They can also hinder the achievement of sustainable development since disaster responses and humanitarian assistance absorb significant amounts of resources which would otherwise be allocated to development efforts.

Adequate responses to natural disasters must be multidisciplinary and inter-sectoral to adequately address both environmental impacts and social and economic disruption, including loss of life, injuries and loss of livelihoods through the destruction of resources and property. While this recognition of social dimensions has resulted in increased attention to the importance of community involvement and ownership, gender perspectives have not been given adequate attention in policies and strategies to prevent and respond to natural disasters.

Incorporating gender perspectives in work on natural disasters requires a sound understanding of the gender perspectives in relation to environmental management in general, as well as the identification of the relevant gender perspectives in disaster risk management, in the impact of disasters, and in emergency management/responses.² Ways and means of addressing these gender perspectives in the development of policies, strategies, action plans and programmes need to be identified and put into operation.

Intergovernmental Mandates on Gender Equality and Natural Disasters

Although Agenda 21,³ adopted at the United Nations Conference on the Environment in Rio de Janeiro, Brazil, in 1992, did not focus strongly on natural disasters, natural disaster management was given greater attention in the World Summit on Sustainable Development as an increasingly important issue for sustainable development.⁴ Chapter 24 on “*Global Action for Women Towards Sustainable and Equitable Development*” called for countries to take urgent measures to avert the ongoing rapid environmental and economic degradation in developing countries that generally affects the lives of women and children in rural areas suffering drought, desertification and deforestation, armed hostilities, natural disasters, toxic waste and the aftermath of the use of unsuitable agro-chemical products.

² For a good source on this issue: see Enarson, E. et al (2003). Working with women at risk. Practical guidelines for assessing local disaster risk. Miami: Florida International Hurricane Center, Florida International University.

³ United Nations (2002) Earth Summit Agenda 21; Programme of Action for Sustainable Development. Rio Declaration on Environment and Development. New York.

⁴ United Nations (2002). Report of the World Summit on Sustainable Development, Johannesburg, South Africa, 26 August – 4 September 2002. New York (A/CONF/199/20).

The Yokohama Plan of Action, adopted at the Yokohama World Conference on Natural Disaster Reduction in 1994, called on Member States to stimulate community involvement, including of socially disadvantaged groups. It also called for efforts to empower women and to include women as well as men in all stages of disaster management programmes and in capacity building.

The Beijing Platform for Action, adopted at the Fourth World Conference on Women (1995)⁵, recognized the differential impact of environmental disasters on women and called for greater investigation of relevant gender perspectives. It called on Member States, the United Nations system, international organizations and non-governmental organizations to systematically incorporate gender perspectives into environmental management and natural disasters.

The outcome document of the Twenty-third special session of the General Assembly (2000) noted that the social and economic impact of natural disasters and epidemics - and particularly the impact on women, gender relations and the achievement of gender equality - remained relatively invisible as a policy issue. Women's roles as subsistence producers and users and managers of the environment were highlighted. The special session recommended that Governments should be assisted to develop gender-sensitive responses to humanitarian crises arising from armed conflict and natural disasters.⁶

An Expert Group Meeting on "Environmental Management and the Mitigation of Natural Disasters: A Gender Perspective", was organized in Ankara, Turkey, from 6-9 November 2001, by the Division for the Advancement of Women and the Inter-Agency Secretariat of the International Strategy for Disaster Reduction (UN/ISDR), to support preparation for the forty-sixth session of the Commission on the Status of Women in 2002 which focused on environmental management and the mitigation of natural disasters.⁷

The Commission adopted a set of recommendations: "*Agreed conclusions on environmental management and the mitigation of natural disasters*" which recognized that women play a vital role in disaster reduction, response and recovery; that disaster situations aggravate vulnerable conditions and that some women face particular vulnerabilities; and that women's strengths in dealing with disasters and supporting their families and communities should be utilized to rebuild and restore their communities and mitigate against further disasters. Member States called for actions to protect and promote women's rights, enhance their capabilities, and ensure their full participation, as well as to ensure their access to information, education and to all economic opportunities in relief and recovery projects. Efforts to fully incorporate gender perspectives in all actions, to collect sex-disaggregated data and to document good practices and lessons learned, were also called for

⁵ United Nations (1995). Report of the Fourth World Conference on Women, Beijing, 4-15 September, chapter 1, resolution 1, Annex II, New York.

⁶ United Nations General Assembly resolution S-23/3, 10 June 2000, annex, paras. 46, 56 and 86a.

⁷ United Nations Division for the Advancement of Women (DAW) and the Interagency Secretariat of the International Strategy for Disaster Reduction (UN/ISDR) (2001). Environmental management and the mitigation of natural disasters: A gender perspective, Report of the Expert Group Meeting, Ankara, Turkey, 6-9 November 2001. New York.

Following the tsunami disaster in South East Asia at the end of December 2004, the Committee on the Elimination of Discrimination against Women (CEDAW) prepared a statement⁸ which stressed the need to identify and address the gender-specific needs and vulnerabilities of women and girls in all humanitarian and recovery responses. The Committee noted that there are gender perspectives to be taken into account in relation to impacts on both a long and short-term basis, including in relation to health, security and livelihoods. Proactive steps were called for to ensure that women and girls living in the affected communities, as well as local women's groups, and women community leaders and government officials, are full, equal and effective participants in all relief, rehabilitation and reconstruction efforts, including in distribution of assistance. The Committee called for particular attention to be paid to specific vulnerabilities to gender-based violence, sexual abuse and trafficking in the context of disasters. The Committee encouraged the use of ongoing efforts as a window of opportunity to ensure that the promotion of gender equality is a central pillar in the reconstruction and development of the affected communities, and that a gender perspective is integrated into all humanitarian efforts.

In its 49th session in 2005, the Commission on the Status of Women also adopted a resolution on natural disasters, including the tsunami,⁹ which urged Governments to integrate gender perspectives into all phases of their planning for disaster preparedness and responses to natural disasters and to ensure that women play an active and equal role. Member States strongly urged that necessary measures, including the development and implementation of gender-sensitive codes of conduct, be taken to protect women and girls from sexual exploitation and abuse and other forms of violence in the context of natural disasters, and that appropriate care and support be provided to those exposed to such violence. They called for training on the protection, rights and particular needs of women and girls and for efforts to promote gender balance and gender sensitivity among representatives and staff. Gender-responsive programming and the allocation of resources in post-disaster relief, recovery, rehabilitation and reconstruction efforts were also called for.

The World Conference on Disaster Reduction in Kobe, Hyogo (Japan) in 2005 called for a gender perspective to 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. It also called for the promotion of gender and cultural sensitivity training as integral components of education and training for disaster risk reduction.¹⁰ The secretariat of the International Strategy for Disaster Reduction subsequently produced a guide for implementing the Hyogo Framework for Action 2005-2010: Building the resilience of nations and communities

⁸ United Nations Committee on the Elimination of Discrimination against Women (2005). Statement by the Committee on the Elimination of Discrimination against Women in regard to the Tsunami disaster in South East Asia, 26 December 2004, adopted by the Committee at its thirty-second session, 28 January 2005.

⁹ United Nations, Commission on the Status of Women (2005). Resolution 49/5. Integrating a gender perspective in post-disaster relief, recovery, rehabilitation and reconstruction efforts, including in the aftermath of the Indian Ocean tsunami disasters. New York.

¹⁰ United Nations (2005). Report of the World Conference on Disaster Reduction, Kobe, Hyogo, Japan, 18-22 January 2005. New York (A/CONF/206/6)

to disasters.¹¹ The guide highlights that gender is a core factor in disaster risk and in the reduction of risk. It calls for the use of gender-differentiated information to ensure the effective targeting of interventions at the most vulnerable groups; the use of gender assessments; the disaggregation of data by sex and the development of gender-sensitive indicators; the involvement of both women and men; and the use of gender-balanced teams.

Building on this work, in 2008 a new publication of the secretariat of the International Strategy for Disaster Reduction further demonstrated the importance of incorporating gender perspectives in disaster risk reduction as well as the important links between disaster risk reduction and climate change adaptation.¹² The publication highlights initiatives that have successfully incorporated gender perspectives into disaster risk reduction interventions and emphasizes women's knowledge, capacity and leadership, including their role in community decision-making. The publication is an important sourcebook on promising practices in mainstreaming gender perspectives into policies and programmes.

Most recently, the Commission on the Status of Women considered climate change as the emerging issue for its 52nd session in March 2008. The Commission highlighted that climate change is not a gender-neutral phenomenon and that women, particularly indigenous women, are among the most vulnerable to its effects. Because of the responsibilities for household food security, provision of water and energy, and income generation activities, undertaken by women, drought, deforestation and erratic rainfall have a disproportionate impact on the wellbeing and livelihoods of women and their families. The withdrawal of girls from school to assist women in the heavier burdens resulting from the effects of climate change will have long-term impacts on women's empowerment. The Commission highlighted that women are not just victims of climate change but are also powerful agents of change. They have unique knowledge and expertise for both preventing and addressing the effects of climate change. Increased decision-making roles for women in sustainable development, including on climate change, were called for.

Risk Assessment and Management

Adequate attention to gender perspectives in risk management (including risk assessment) requires a broad focus on gender equality in relation to natural resource management. To understand the impact of natural disasters – the losses and costs for both women and men and their potential for recovery after disasters - it is necessary to increase awareness of the interactions of women and men with the environment. Both women and men are actively involved in the use and management of natural resources in developing countries. There are, however, important differences and inequalities between women and men in access to and control over resources, as well as in relation to knowledge of the resource base. Women and men may use different resources in the same environmental context, but they may also use the same resources in different ways.

¹¹ United Nations. Secretariat of the International Strategy for Disaster Reduction (2005). Words into action. A guide for implementing the Hyogo Framework. Hyogo Framework for Action 2005-2015: Building the resilience of nations and communities to disasters.

¹² United Nations. Secretariat of the International Strategy for Disaster Reduction (2008). Gender Perspectives: Integrating Disaster Risk Reduction into Climate Change Adaptation. Good Practices and Lessons Learned.

It has been well documented, for example, that in some parts of the world women's and men's knowledge of natural resources differs considerably because they use these resources in different ways. In forests, women and men may depend on the same trees and shrubs for their livelihoods but may use them in different ways and for different purposes. Women may, for example, collect leaves, twigs and small branches for fuel for domestic use or collect fruits and berries while men may cut down the trees for poles for building, for making tools or for firewood to sell in towns. In the area of fishing, women and men often also perform completely different activities. Men may be involved in fishing from boats while women are often responsible for the treatment of the catch - smoking, drying - and for marketing. Women may, however, also fish from the shore and women are heavily involved in shrimp production in many areas.

Women's roles in natural resource management have generally been less well understood compared with men's, except for a few areas such as water supply, fuelwood supply and food crop production. Women's roles in cash-crop production (often as a critical source of labour) have usually been underestimated, particularly where men have control over the products of the labour. Wetlands development policies and strategies also often totally ignore the fact that women as well as men utilize, and are dependent on, the wetland resources. This can affect women's livelihood strategies negatively but can also have a negative impact on the sustainability of wetlands.

Natural disasters – both slow-onset disasters and major disasters, including erosion and other forms of soil degradation, pollution of freshwater, shore-line erosion, flooding, loss of wetlands, drought and desertification - impact directly on women in their roles as providers of food, water and fuel. Climate change can also impact on women's productive roles since the physical impacts of global warming - rising sea levels, flooding in low-lying delta areas and increased salt-water intrusion - can jeopardize sustainable livelihood strategies. Food security and family wellbeing are threatened when the resource base on which women rely to carry out their critical roles and obtain supplementary incomes is undermined.

In rural areas in many parts of the world, women's insecure land tenure can cause unsustainable practices and be a critical factor in constraining their potential for recovery in the aftermath of disasters. Greater attention should be given to land tenure in research on gender and sustainable development, and in relation to its implications in the context of climate change and natural disasters.

Effective risk assessment and management require the active involvement of local communities and civil society groups to ensure decreased occurrence of disasters and reduced losses and costs when they do occur. The knowledge, contributions and potentials of both women and men need to be identified and utilized. Because gender perspectives are not always taken adequately into account in environmental management, women may not be consulted and involved to the same extent as men in natural disaster management programmes. Women's considerable knowledge of natural resources and their contributions to environmental management are often under-utilized. Women may not receive information on hazards and risks and the links to natural

resource use and environmental sustainability to the same extent as men, which could reduce their potential to contribute directly and indirectly to ensuring environmental sustainability and disaster prevention.

Although there are clear indications of a positive shift from a purely technological response in early warning and information systems, there is still much to be done before the responses adequately incorporate relevant social issues, including gender perspectives. The social context needs much more attention if adequate early warning and prevention systems are to be developed and losses and costs to individuals, household and communities are to be reduced. The particular roles, responsibilities and needs of women may provide valuable information for developing effective early warning and information systems.

In some contexts, access to information will not, however, be sufficient for women to be able to respond adequately. Because of gender-specific constraints – including lack of access to decision-making, lack of capital of different forms (financial, physical, human, social) and socio-cultural norms on mobility - women may need additional support in order to be able to effectively act upon such information/warnings.

Differential Impacts of Natural Disaster on Women and Men¹³

The level of risk in relation to natural disasters is determined by both physical and social factors. Physical factors determine the probability of occurrence of floods, drought, landslides, earthquakes, volcanic eruptions, storms or cyclones, as well as the intensity of such hazards. Social vulnerability to disasters - particularly in relation to the level of impact - is increasingly the focus of attention as the importance of the human action and social status in natural disasters has become more evident. Social vulnerability is determined by a number of factors including hazard awareness at individual and community levels; condition of infrastructure - including housing standards; legal systems regulating important issues such as housing and transport systems; community organization; and effectiveness of public policy and administration - particularly related to recognition of susceptibility to natural disasters, development of preventive strategies, and organization of responses to disasters.

The costs of natural disasters are not distributed evenly across populations. Poverty plays a key role as poorer segments of the population can face greater exposure to negative impacts due to risk factors such as poor housing, vulnerable location of farms and settlements, and limited access to information, as well as constraints to the development of effective preventive or coping strategies. Certain groups of the poor may be more vulnerable because of specific constraints, such as female headed-households, people with disabilities, older persons and street children.

¹³ For further information, see, for example: Enarson, E. et al (2003). Working with women at risk. Practical guidelines for assessing local disaster risk. Miami: Florida International Hurricane Center, Florida International University; and United Nations Division for the Advancement of Women (DAW) and the Interagency Secretariat of the International Strategy for Disaster Reduction (UN/ISDR) (2001). Environmental management and the mitigation of natural disasters: A gender perspective, Report of the Expert Group Meeting, Ankara, Turkey, 6-9 November 2001. New York.

Disaster responses of individuals and groups tend to mirror the status, roles and situation of these individuals and groups in society. Because of their continuing subordinate position in many societies, women in general may be subjected to specific vulnerabilities - of which one of the most important may be limited access to information, training and capacity-building, as well as to opportunities to put forward their priorities and needs in decision-making processes at household and community levels. The fact that women have limited access to decision-making and leadership positions hinders their involvement in the "public" sphere and restricts their contribution to disaster prevention and emergency response and management.

Existing gender inequalities regarding the enjoyment of human rights, socio-economic and political status, access to and control over resources, access to education, health, safe shelter and other services, and access to safety nets, as well as exposure to violence, can place women in even more vulnerable situations in the context of natural disasters. Gender-specific vulnerabilities in disaster contexts which have been documented include socio-cultural norms which restrict mobility or impose impractical dress codes; confinement to the home for large parts of the day (either because of the division of labour or the practice of seclusion), and poor physical condition due to poor health, malnutrition, overwork and lack of physical exercise in some parts of the world. Women in special situations – older women, women with disabilities, pregnant or nursing women, as well as women with care-giving responsibilities for children, disabled and older persons, and the sick, including HIV/AIDS victims - face particular constraints in disaster situations.

The gender-specific impacts of natural disasters and other emergencies have been relatively well documented in some contexts. Natural disasters increase women's economic insecurity through the loss of essential productive resources, such as land, gardens, equipment and animals. The loss of jewellery, utensils and other traditional forms of capital can be a severe economic setback for women in many areas. Women in informal sector work, such as street vending, child care and domestic work, or owners of small home-based businesses, may lose their jobs and have no means of securing compensation in existing recovery programmes. These women usually have fewer chances to find other sources of work than men. Credit programmes established may also overlook their needs.

In addition, women's workloads often increase dramatically because of increased family and community work and care-giving responsibilities. Collection of water, fuel and food may become significantly more difficult. Queuing for essential supplies or medical services may take long periods of time and reduce the time available for other important work. Girls may be forced to drop out of school in order to take over some of women's tasks. If local schools are closed, girls may have more problems than boys in attending distant schools, particularly if there are transport problems or insecure routes to school.

Migration of men and youths may increase as a result of natural disasters and loss of jobs locally. This may lead to an increase in de facto female-headed households with limited supply of adult

labour and insecure sources of income. Displacement and resettlement of communities as a result of natural disasters also involves specific problems and constraints for women, related to the division of labour and their responsibilities for family welfare. Access to shelter, supplies of energy and water, sanitation facilities, schooling and community services can become more difficult and increase risks to personal security, particularly where they have to walk long distances from settlements and camps.

Gender-based biases and stereotypes, as well as heavy work burdens and sole responsibility for many household activities, may result in women not being able to seek medical treatment for physical or psychological problems to the same extent as men. In situations where men cannot gain access to adequate counselling and other forms of stress support, the insecurity and anxiety that results from natural disasters may result in increased violence against women and children, including sexual violence. Sexual exploitation may also increase in the aftermath of natural disasters because of the vulnerable situations of many women and girls.

Conclusions and Recommendations

In conclusion, gender equality issues are significant in the construction of social vulnerability to risk in the context of natural disasters, the differential impact of disasters and the potential for developing adequate responses to hazards and disasters. Gender-based differences and inequalities interact with social class, race and ethnicity and age to put some women and girls in particularly vulnerable situations.

On the other hand, women should not only be seen as victims. Women are agents of change, actors and contributors at all levels. Full understanding of the roles, contributions, knowledge of women as well as men in relation to the natural resource base is an essential starting point in working with natural disasters, particularly in terms of risk assessment and management. Emergency responses and recovery programmes must explicitly target women as well as men in all areas of support, based on the recognition that women's involvement is essential to potential for sustainable recovery, development and reduction of natural disasters.

A number of concrete recommendations can be made:

- *Policies, strategies and methodologies* for disaster reduction should be people-centred and based on consultative and participatory processes which include all stakeholders, including both women and men.
- *Multi-dimensional and inter-sectoral approaches* in risk assessment and management and emergency response and management are needed to ensure that critical social perspectives are incorporated in policies, strategies and action plans, with an adequate focus on gender equality.
- The *value-added of including social dimensions, including gender perspectives*, in work on natural disasters needs to be made explicit. This requires moving beyond a focus on women as victims to an approach which recognizes the contributions and potential of women as well as men.

Global Perspectives

- The *research* which does exist on gender equality and environmental management as well as risk assessment, emergency responses and recovery programmes on natural disasters, should be more systematically *compiled in a form which is useful to policy makers and administrators*.
- *Key areas where research is needed* should be identified and resources made available for research projects, based on *participatory processes* where both local women and men can be involved in identifying vulnerabilities and solutions.
- A better understanding of the *linkages between gender equality, environmental management and disaster reduction*, and the policy implications of these linkages, should be developed.
- *Guidelines* need to be developed on the types of gender-specific questions which should always be raised in relation to environmental management, risk assessment emergency response, and recovery programmes.
- Collection of *sex-disaggregated data* should be obligatory in all areas of work on natural disasters. Where such statistics are not available, this should be clearly pointed out as an important gap to be rectified.

The Hyogo Framework for Action (HFA)

HFA Priorities & UNCRD Activities

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UNCRD and Community Based Disaster Management

Project History and Conceptual Development



The Hyogo Framework for Action (HFA)



UNCRD and Community Based Disaster Management

United Nations Centre for Regional Development

The United Nations Centre for Regional Development (UNCRD) was founded in 1971 as an instrument to help implement the strategies for the Second United Nations Development Decade. The UNCRD Disaster Management Planning Hyogo Office (Hyogo Office) was established in 1999 in Kobe to reflect the experiences from the Great Hanshin-Awaji Earthquake of 1995. The Hyogo Office undertakes research and information dissemination activities to implement the "Hyogo Framework for Action", adopted at the UN World Conference on Disaster Reduction (WCDR) in 2005.

1999-2001 Disaster-Safe City Planning Rooted Culture and Climate

During the first project, the Hyogo Office had developed a number of tools, which were tested, evaluated and well-recognized as the basic tools for disaster mitigation at the community level. It was observed in recent years, that community empowerment and sustainable development were the focus areas for effective disaster mitigation. Grassroots initiatives for earthquake disaster reduction were emphasized in different parts of the world. While grassroots initiatives were effective in reaching the communities and raising significant awareness within different stakeholders, it was observed that the initiatives in many cases lack sustainability.

The past history of the devastating earthquakes of Japan pointed out the need of fire-safety as an essential feature of risk reduction initiatives. Annual fire fighting drills were organized by the villagers; water guns were located near each house, hill-side dams, reservoirs and tanks were used for water flow, and open water lanes were made around the houses. The names and lists of the community members, responsible for water were put in the public notice board. Women manage fire at home and are educated how to deal with fire in case of disasters. Thus, there was a strong awareness and a community bond to work together towards the fire safety of houses.

The aim of research on urban and rural vulnerability was to focus on the community vulnerability for earthquake disaster in the post-event scenario and to provide affordable means to reduce vulnerabilities from future events to build a safer and sustainable community. The project focus was given to Gujarat, India at the aftermath of the Gujarat Earthquake of January 26, 2001. The project was named Patan Navjivan Yojna (Patan New-life Project), and the name was derived from the project site. The objective of the initiative was to make a model village, with earthquake safer houses, and appropriate livelihoods. The main project concern was to provide integrated training to the local masons and engineers in the earthquake-hit area, and to formulate a training scheme, applicable to the post-disaster rehabilitation scenario in other parts of the world. UNCRD experienced that intention of owners and housewives to make their homes safe created mason's firm motivation to construct resilient houses.

2002-2004 Sustainability in Community Based Disaster Management

In the past, top-down and command-and-control approaches were oftentimes used to manage the consequences of disasters. In this approach, decisions come from higher authorities based on their perception of the needs. The communities serve as mere "victims" or receivers of aid. In practice though, this approach was proven to be ineffective. It fails to meet appropriate and vital

humanitarian needs. Moreover, it increases requirements for unnecessary external resources and creates general dissatisfaction over performance despite exceptional management measures being employed. This is due to the fact that the community, as the primary stakeholder and recipient of the direct impact of disasters, was not given the chance to participate in the process of decision-making and implementation of activities. The idea of balancing the approach from top-down to incorporating a bottom-up participatory approach was initiated. Thus, the CBDM approach emerged.

While different community empowerment programs related to disaster mitigation have achieved their objectives, they are often short term, and issues on sustainability in these efforts are rarely addressed. In this regard, the UNCRD Hyogo Office launched a three-year research project entitled, “Sustainability in Community Based Disaster Management (CBDM)”. The goal of the project is to achieve safety and sustainability of livelihoods for effective disaster mitigation, focusing on three key elements: self-help, co-operation, and education.

In the final year, a handbook entitled “Sustainable Community Based Disaster Management (CBDM) Practices in Asia” was published to incorporate the experiences and findings of the case studies and field testing over the last two years.

2005-2006 Urbanisation and Community Based Disaster Management

A number of case studies illustrate that community disaster management is feasible in rural settings. However, it should be noted that more people tend to live in urban settings than in rural settings, and the growth of urban population in Asian, where a majority of the world’s disasters and damages occur, has been especially dramatic. Various disasters take place in urbanising areas and neighbourhoods, affecting millions of people each year through the loss of life, serious injury, and loss of assets and livelihoods.

A three-stage activity plan was thus implemented, proceeding from field research to the execution of participatory workshops and the final development of a comprehensive framework for community based disaster management. The participatory workshops were convened in Bangladesh, Nepal, and Sri Lanka. Active participation was achieved both in the planning and executing process of the workshops, with grassroots members from community leaders to residents to project managers and municipal mayors, as well as representatives from NGO’s and UN agencies sharing ideas and planning post-workshop strategies. Drawing from the results of these studies, certain prevailing issues were highlighted for further investigation and action, reflecting the need to focus on the socially vulnerable to implement sustainable community based disaster management. These were: the need to mainstream gender perspectives including, for example, women’s reproductive health, which fall through existing disaster management planning; Women, children, and adolescents are insufficiently represented in formal meetings or training activities in general; the most vulnerable population including women and children may have to remain in slums and/or transitional shelters in the aftermath of disasters for an extend period of time. Considering these issues, the project on “Gender in Community Based Disaster Management” was developed for further research.

Why Community Based Disaster Management?

The Great Hanshin Awaji Earthquake of 1995 hit the city of Kobe and other parts of Hyogo prefecture in Japan causing 6,434 deaths and properties. Immediately after the earthquake, many people were rescued from under the debris by their neighbours and relatives. Statistics show that 85% of the people were either self-evacuated or were rescued by their neighbours. This indicated the importance of the local community immediately after the disaster. Since the reconstruction programme incorporates both physical and social issues, involvement of people in the reconstruction process is the key to its success. Community participation and involvement is a universal process. It does not depend on the development level of a country. Therefore, UNCRD promotes Community Based Disaster Management as one of the key lessons learnt from the Great Hanshin Awaji Earthquake.

Why Gendered Community Based Disaster Management?

It is a fact that in general, women have different/or unequal ownership rights, access, and control of resources, or are faced with social segregation that excludes them from decision making and/or social and economic opportunities. These factors make women more vulnerable in day-to-day life and especially during emergencies. The Indian Ocean Tsunami disaster in 2004 resulted in the higher fatality of women and children in comparison to men. Some factors attributed to this result were that the women stayed behind with or to look for their children and elders and also because men, more often than women, could swim and climb trees. In order to reduce these vulnerabilities, it is essential to highlight both women's and men's vulnerability, and need to strengthen capacities based on participatory planning, which leads them towards initiating action for building a disaster resilient community.

In consideration of gender roles in the society, they have different means to contribute to disaster risk reduction. Women through traditional feminine ways tend to create socio-emotional oriented ties, whereas men through traditional masculine ways tend to create more institution-oriented networks. These different social networks between men and women can allocate resources in different ways. Thus, Community Based Disaster Management should be approached through different means relating to the multi-faceted viewpoint of gender.

Recommendations

The following are the summary of points and recommendations that the project activities highlighted in this publication seeks to emphasize

- Gender perspectives in CBDM are indispensable for making safer and secure communities;
- Equal opportunities for women and men to participate in trainings and workshops enhance confidence to community members for responsibilities on sustainable development;
- Community participation, ownership, and decision making including women as well as men are key to build a sustainable community;
- Building the capacity of local governments and community participation are essential for sustainable development; and
- Disaster management is an integral factor for regional development as well as for improving environmental protection and human security.

**Words to Action: Implementing the Hyogo Framework for Action (HFA)
through Gendered Community Based Disaster Management (CBDM)**

UNCRD Activities Towards HFA Priorities

Case Projects Introduction



Priority 1: Make Disaster Risk Reduction a Priority

Priority 1:

“Ensuring that disaster risk reduction (DRR) in a national and a local priority with a strong institutional basis for implementation”

Corresponding key HFA activity:

(iii) Community Participation

(h) Promote community participation in disaster risk reduction through the adoption of specific policies, the promotion of networking, the strategic management of volunteer resources, the attribution of roles and responsibilities, and delegation and provision of the necessary authority and resources.

Gendered CBDM project on Disaster management training for women in Turkey



Earthquakes are frequent in Turkey, which straddles several active fault lines. Two massive earthquakes claimed the lives of more than 20,000 people in the country's northwest in 1999; the first, on 17 August 1999 measured between 7.4 and 7.8 on the Richter scale in the Izmit-Adapazari area, and the second, on 12 November 1999 in Duzce-Kaynaşlı area. Kaynaşlı, a district of Düzce Province with a population of 22,000, became the unfortunate epicentre of 12 November 1999 Earthquake (Mw=7.2), suffering the heaviest loss in respect to its population and area. 316 people lost their lives

and 543 were wounded, with 90% of public service buildings (including schools), 72% of homes, 70% of small to medium scale enterprises and all township infrastructures (drinking water, roads, electricity grids, communications network) were destroyed or severely damaged.

The survey also showed that the importance of local administration (District Governorship and Municipality), police and fire station (both also functions of local administration) as the most reliable resource to obtain disaster related information. NGOs and/or Community Based Organizations (CBO) and extended family and neighbours followed in the ranking. Mass media was ranked last by both men and women respondents due to their experience during the disaster in 1999. Therefore, UNCRD training for housewives was organised in collaboration with the local administration. Since the local administration has also acknowledged the importance of CBDM based on their experiences, they played a leading role for the workshop, and will continue to support dissemination of the result.

The workshop was organized to introduce and reinforce disaster mitigation and preparedness issues, methods, and measures to be discussed and implemented by the community residents within the framework of CBDM, to support and supplement existing official disaster management plans by the local administration. The workshop successfully delivered the importance of disaster mitigation and preparedness in their daily lives and participants discussed the preparation of the drafts of educational materials on disaster mitigation and preparedness.

Priority 1: Make Disaster Risk Reduction a Priority



The workshop concluded that the participants could be considered as a core team of women who will extend disaster management information among other women in Kaynaşlı. Therefore, disaster management training including basic first aid, non-structural mitigation at home, protection from household fires and accidents, and environmental health was organized with support from the local administration as a follow-up workshop, forming the basis for further training of more community members in the future.

At the same time, training materials were developed according to genuine needs of the target groups in relation to their daily life. Included among the training material introduced were personal and family emergency ID cards, Vulnerability and Capacity Assessment forms for neighbourhoods, local and international visual learning material (Video CD's) on non-structural mitigation and family emergency preparedness, First Aid posters,



Household Accidents protection manual, and multi-function community hazard maps. The hazard map marked the streets, public offices, schools, mosques, and sports fields in each neighbourhood, indicating that such places, besides their regular use, can be considered as open or closed gathering places in case of an emergency or a disaster. The maps also serve as a guide for local police, ambulance and fire brigades and gendarmerie for quickly and correctly identifying such locations during emergency calls.

Priority 2: Know the Risks and Take Action

Priority 2:

“Identifying assets and monitoring disaster risks and enhancing early warning”

Corresponding key HFA activity:

(i) National and local risk assessments

(a) Develop, update periodically and widely disseminate risk maps and related information to decision-making, the general public and communities at risk in an appropriate format.

Gendered CBDM project on installation of Hazard maps in Nepal



Nepal, covering two thirds of the Himalaya mountain range, is a multi-lingual, multi-ethnic and multi-cultural country with an ancient history. People of over 100 ethnic groups and social castes live alongside each other in 75 municipal districts and five development regions. Nepal faces a variety of disaster risks owing both to its natural characteristics and human induced factors. Nepal has experienced several major earthquakes in recent decades: The Bihar Earthquake in 1934 which measured 8.3 on the Richter scale killed 4,300 people, and destroyed 20% of all structures (Earthquake and Megacities Initiatives, 2005). Three earthquakes of similar size occurred in Kathmandu Valley in the 19th century: in 1810, 1833, and 1866. Earthquakes could cause significant loss of lives, physical and economic

damages. In 1988, there was another earthquake, which caused to loss of 709 lives (The National Society for Earthquake Technology [NSET] Nepal).

UNCRD initiated various disaster management activities in Nepal from 2001 in cooperation with stakeholders. Communities were chosen from Kathmandu Valley for case studies, including areas of rapid urban growth and a community designated as a UNESCO World Heritage site. UNCRD organised raising awareness of the community people in collaboration with local CBOs, and NGOs. The workshop included town watching exercises and the drafting of community hazard maps.

The “Town watching exercise” is a methodology to assess community vulnerabilities and capacities in times of disasters with community participation. Frequent and equal participation of both men and women in disaster management workshops and initiatives help communities build their resilience against disasters and make informed decisions for effective disaster management. This workshop succeeded in encouraging community risk assessments and risk reduction through the active participation of men and women in multiple communities with the support of their leaders and served as a starting point for further training and assessment of current needs.

Priority 2: Know the Risks and Take Action

The drafted hazard maps were digitised and installed in public locations in the communities such as in front of bus stops, and city offices.

समुदायलाई भूकम्पीय जोखिमबाट सुरक्षित बनाऔं



जमलाहरूलाई टपला मरास्नुहोस् ।
भूकम्पको बेला तिजीहरू सरेर बटुवाहरूलाई छाईने पार्न सक्छ ।



जोखिम कवर्या - काठमाडौं महानगरपालिका वडा नं. १८
(CLC - 18, NSET र UNICRD को संयुक्त सहकार्यमात्रा अभियोजित कार्यविधिमा तयारपारिएको
सकल जोखिमको कर्तव्यमा आधारित ।)







घरमा आपत्कालीन वस्तुहरूको जोडो जमले भूकम्प पश्चातको विषम परिस्थितीमा घेरे राख्न हुन्छ ।



भूकम्प पश्चात आफू तथा आफ्नो परिवार मेटले पूर्वनिर्धारित ठाउँको चयन गर्नुहोस् । जस्तो स्थान टूला भवन, विजुलीका स्तम्भ, सुरक्षाबाट टाढा हुनुपर्छ ।



Risk information and experiences were also collected from the elderly residents who were survivors from a large-scale earthquake in the past.



The hazard maps drafted by community members were improved and edited by professionals with additional disaster management tips and installed in public locations.

Priority 3: Building Understanding and Awareness

HFA Priority 3:

“Using knowledge, innovation and education to build a culture of safety and resilience at all levels”

Corresponding key HFA activity:

(i) Information management and exchange

(a) Provide easily understandable information on disaster risks and protection action to reduce risks and build resilience. The information should incorporate relevant traditional and indigenous knowledge and culture heritage and be tailored to different target audiences, taking into account cultural and social factors.

Gendered CBDM in Sri Lanka



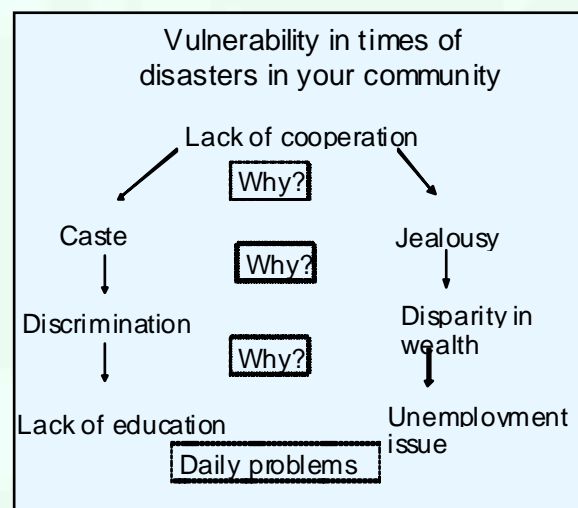
Sri Lanka is an island nation in the Indian Ocean, close to the southern tip of India. To its west is the Gulf of Mannar, the Indian Ocean to its south, and the Bay of Bengal to its east. The country is mountainous in the central region and all rivers originate from the central hills and flow down to the sea. The south west monsoon brings rain mainly between May and July to the western, southern and central regions of the island, while the north-east monsoon rains occur in

the northern and eastern regions in December and January, which often leads to flooding along the North-Eastern coast. Sri Lanka's population is 18.5 million of whom the majorities are Sinhalese. Other ethnic groups are Sri Lankan and Indian Tamils, Moors, Maylays, Burghers, and others.

Sri Lanka, as in the rest of the South Asia, the country has often experienced major natural disasters such as flood, landslides, cyclones, droughts, wind storms and coastal erosion over the past few decades. The Indian Ocean Tsunami of 2004 has highlighted Sri Lanka's vulnerability against disasters and these disasters caused extensive damage and reversed years of development gains.

UNCRD convened a workshop to enhance community disaster management with women from two villages in Matara, where experienced the Tsunami in 2004. The workshop

encouraged the participation of youth in a local children's club that leads area community



Priority 3: Building Understanding and Awareness



activities and their mothers. UNCRD invited a CBO from Colombo that specialises in awareness raising through the organisation of street dramas. In the workshop, participants assessed their capacities and vulnerabilities in times of disasters, and the CBO facilitated the script-writing and acting of a series of dramas based on their Capacity and Vulnerability Assessment (CVA). The CVA resulted in a lively discussion, contributing to greater community resilience

disasters by touching upon subjects that directly affect day-to-day issues such as religion and caste. Such through discussion of topics that are rarely discussed paved the way for a frank discussion between women of all classes who managed to come up with a series of constructive ideas for the CVA. The workshop brought new viewpoints for children and women through the writing and acting of their CVA drama and the recognition of the importance to incorporate disaster management in development planning through community empowerment. The workshop became a starting point to understand their capacities and vulnerabilities for building safer communities, especially through dialogue and cooperation.

Gendered CBDM project on shake table demonstration in Bangladesh

Bangladesh is one of the south Asian countries situated on the northern coast of the Bay of Bengal. It is one of the largest deltas in the world formed by the mighty rivers namely the Ganges, the Brahmaputra, and the Meghana. Therefore, the country is home to yearly floods that devastate a large part of the country. The cyclone Sidr in 2007 caused severe loss of lives and livelihoods in the affected area. Due to its geographical features, the country is highly prone to different types of disasters and the frequency of both natural and human induced disasters have been increasing in recent years.



The approximately 45 million people living below the poverty line are often compelled to settle in areas that are particularly disaster prone such as coastal areas and urbanised dwellers. There is a sore need for awareness raising and capacity building programmes to improve the structural integrity of buildings and avoid fatalities in the event of a disaster. Occasional building failures and collapse due to faulty construction further highlight the lack of risk awareness and foreseeable outcomes caused by even the slightest tremor.

On the other hand, Bangladesh has a rich heritage of literature, poetry and music which play important roles in Bangladesh society. Bangladeshi society is also rich with indigenous knowledge and practices. People living in disaster prone areas already do and could make even better use of some of these localised knowledge to mitigate natural calamities.

Priority 3: Building Understanding and Awareness



Therefore, in order to raise awareness regarding the ever growing risk in urban Bangladesh, UNCRD organised a workshop on Gender in Urbanisation and CBDM with shaketable demonstration in cooperation with the Bangladesh Disaster Preparedness Centre (BDPC) and the National Society for Earthquake Technology (NSET), Nepal. The demonstration was designed to be technically and visually specific to local conditions and construction

styles. The demonstration was not only sensational for the viewers, but it also effectively raised concern and awareness regarding their present level of preparedness for earthquake disasters. UNCRD encouraged community members to participate in the demonstration both men and women. Knowing the need and methods for building safer houses is not only an issue for the men who build it, but women's perspectives and understanding are also necessary for families to allocate family resources for the reinforcement and proper construction of the family home.

Corresponding key HFA activity:

(ii) Education and training

(m) Ensure equal access to appropriate training and educational opportunities for women and vulnerable constituencies; promote gender and cultural sensitivity training as integral components of education and training for disaster risk reduction.

Gendered CBDM project on women's training for safer houses in Nepal



UNCRD initiated various disaster management activities in Nepal from 2001 in cooperation with stakeholders. Communities were chosen from Kathmandu Valley for case studies, including areas of rapid urban growth and a community designated as a UNESCO World Heritage site.

As a part of preliminary research, a questionnaire was conducted in Nepal. In regards to the information source most relied upon in times of disasters by men were, first the mass media, second the neighbours and local people, and third the regional government. As for

women, they felt that the most reliable information source were their neighbours and community members, with the mass media coming in second, and family and relatives ranking the third most reliable. These results reflect the different social networks for women and men very well. It showed that female members tend to rely on their personal networks of family and friends with social supports based on the closeness and trust within a community. Another question in regards to mitigation measures that community members have applied showed that women have more experiences with proper placement and securing of household goods and furniture, although more male respondents

Priority 3: Building Understanding and Awareness

indicated having implemented or experienced other measures such as learning about disaster risks around and risk reduction measures.

Based on the result of preliminary research and a series of community workshops, UNCRD and stakeholders developed a training programme on safer homes for house wives. The training was organised with technical support from National Society for Earthquake Technology (NSET) to train practical non-structural measures that can be applied at the household level. 20 female members from target communities participated in the training. In the workshop, they learnt the basic science of earthquakes, importance of disaster risk reduction, and how to apply non-structural risk mitigation measures in their homes. For example, participants visited several houses to learn practical ways of securing refrigerators and shelves by using brackets and props. After the initial training, follow-up evaluation meetings were held with the participants. 19 participants reported that they have applied non-structural measurements in their homes within one or two weeks after the training by themselves (13 people) and/or with male members in the family (16 people), while there was one person who hired a handyman. 17 participants reported having talked about the training with relatives and/or friends, and 15 participants had showed their relatives and/or friends what they had done in their homes to secure their furniture. Furthermore, 14 participants answered that they know relatives/friends who have implemented such non-structural risk reduction measures in their homes after observing their examples. The result showed that there was a strong potential for using women's network and communication to disseminate disaster risk reduction strategy.

What is the most reliable source for you to obtain disaster related information? (Priority based Ranking)

Category	Male	Female
Family Relatives	5	3
Neighbours, Community	2	1
Local administration	3	4
Police/Fire service & Civil Defense	6	5
NGOs/CBOs	4	7
Mass Media	1	2
Don't know	7	6



HFA Priority 4: “Reducing underlying risk factors”

Corresponding key HFA activity:

- (i) Environmental and natural resource management;
- (b) *Implement integrated environmental and natural resource management approaches that incorporate disaster risk reduction, including structural and non-structural measures, such as integrated flood management and appropriate management of fragile ecosystems.*

Gendered CBDM project on Water resource management in Bangladesh



Another issue that plagues Bangladesh is the constant threat of flooding. Under Hyogo Trust Fund IX, UNCRD implemented pilot project activities with BDPC, local government agencies, service providers, and community members in the two most vulnerable wards of the Dhaka City Corporation: Wards 59 and 61.

Heavy rainfall of even small duration causes water logging in most areas of Dhaka city, especially in the congested Old Dhaka area with a higher proportion of lower income residents and unplanned buildings. This water logging is primarily due to inadequate infrastructure for storm water drainage or the simple absence of sewer systems. Furthermore, even if there are any storm drainage systems in place, then it will be found to be minimally effective due to being partially or fully filled with sediment, or being inadequate in size or quality. All of these causes make the system unable to efficiently drain the storm water. In the study area, the water-logging situation during rainy season is at a critical level.

The Water and Sewage Authority (WASA) is faced with the dilemma that by keeping open water collection points, it stymies developmental processes to extended metered potable water to each household and collect fees for better maintenance. However, water must be supplied from humanitarian viewpoints and they acknowledge this. The local Ward Commissioners have also tried to help conserve water to relieve water loss and treatment costs and free pressure on the drains, and in some collection points, authorities have installed levers (the “Italian” faucets as they are locally called), but in most points, the water flows freely all day as long as there is electricity working the pumps. Focus Group Discussions (FGD) were conducted to collect men and women’s opinions on the environment and the issue of water management at Wards 59 and 61. Community workshops were then convened with the



Priority 4: Reduce Risk

attendance of further stakeholders such as Ward Commissioner, WASA representative, Health Board member, Women's Union, etc. to reaffirm each stakeholders' responsibility and cooperative environment to reduce risk and promote development. Women from the community were especially active and led the meetings with offers to maintain the cleanliness and conservation at water collection points. WASA promised to provide faucets or keys to the points. The Commissioner of Ward 61, who at first was wary of the community's commitment in maintaining such keys, offered to immediately install wooden pegs to stop water flow when nobody is using the open water collection points as a transitional measure upon discussion with UNCRD and stakeholders. The commissioner understood the need to stop water loss to promote the future upgrading of infrastructure and to save money and to relieve pressure on drains.

To present day, local residents have successfully installed and maintained the wooden pegs provided by the Commissioner. WASA is said to be investigating the upgrading of these areas with levers and pegs for better conservation and management. Community members were also trained to treat and filter drinking water so that they can avoid contracting disease and ingesting pollutants, which is especially a problem during the rainy season.



Such responsible action and capacity building of all stakeholders help build capacities against other unforeseen affects of natural and human induced disasters. Of particular interest are the impending effects of climate change. As Bangladesh is already prone to constant flooding and coastal erosion, it is expected that the country will not be left unscathed by any rise in sea level and climatic instability. Whilst expected effects can be calculated through scenarios or modeling, the direct affects and practical preparation by citizens may be difficult identify. However, risk can be reduced against most hazards if all stakeholders engage in a low-risk lifestyle. Other



initiatives such as waste management and cyclone resistant construction methods, usage and investment in local resources such as palm trees, bamboo, and mangroves will also not only increase local resources for socioeconomic development but also provide a cache of response and preventive capacity against hazards. Water management, and the recognition by stakeholders in regards to their responsibilities and roles in risk reduction and sanitation is a first step.

Priority 5: Be Prepared and Ready to Act

Priority 5:

“Strengthening disaster preparedness for effective response at all levels”

Corresponding key HFA activity:

(b) Promote and support dialogue, exchange of information and coordination among early warning, disaster risk reduction, disaster response, development and other relevant agencies and institutions at all levels, with the aim of fostering a holistic approach towards disaster risk reduction.

Gendered CBDM project on International Disaster Management Symposium in Kobe

UNCRD organised a series of International Disaster Management Symposium in Kobe since 2001 as below. The Symposium aims to provide an opportunity to share the knowledge and experiences of UNCRD projects in participating countries, including field-level experiences from past disasters, and to share policies of disaster management and development in participating countries.

2001: International Workshop On Earthquake Safer World In The 21st Century: Emphasis on Self-help, Cooperation and Education through Community Involvement

2002: Earthquake Safer World in the 21st Century

2003: People, Communities, and Disasters

2004: Community Legacy in Disaster Management

2005: World Conference on Disaster Reduction

2006: Creating Safe Schools, Homes, and Communities

2007: Culture of Disaster Prevention – In the Context of Housing and Urbanisation

2008: Towards Sustainable Communities

2009: Disaster-Resilient Regional Development Strategies in the World – From Hyogo to the World

In 2009, the Symposium was organised titled on “Disaster-Resilient Regional Development Strategies in the World- From Hyogo to the World” with participation from six countries including the countries such as Iran and China that experienced devastated earthquakes. These countries shared their experiences and lessons from recent disasters and their recovery strategies, and other countries such as Nepal, Sri Lanka, and Bangladesh also exchange their disaster management progress in their countries.

Of particular value was the exchange of ideas between specialists from each country from different viewpoints – countries who have recently experienced disasters and others that have an impending hazard risk. The Symposium was accompanied by expert meetings and field visits which allowed participants to gather materials and ideas for further disaster management planning in their countries and to directly learn from survivors and policymakers in Kobe City and Hyogo Prefecture. 14 years from the Great Hanshin Awaji Earthquake, both the residents and government officials from the disaster struck area are in a position to share objective data and reflection on the experiences and lessons from the disaster.

Priority 5: Be Prepared and Ready to Act



Not all experiences in the Great Hanshin Awaji Earthquake were good examples, but these were also all valuable lessons. Women who survived the disaster also provided accounts of their survival and life in the immediate aftermath of the disaster in a special “Kataribe” or story-telling session at the Disaster and Human Renovation Institute (DRI) Disaster Memorial Museum. Most of the

guides and staff at the Museum are pensioners who experienced the earthquake firsthand 14 years ago. At the time, some worked for the local fire fighting team, others were housewives who lost family members. These first person accounts provided detailed accounts on the hardships during the disaster, which reflected the shortcomings that resulted from the lack of preparation (such as insufficient water sources for fire fighting) and rapid urbanisation, which led to dense and congested settlements. In particular, the latter factor greatly contributed to the concept of community based disaster management as blocked roads meant professional rescue services could not reach the sites of destruction.

The importance of Gendered CBDM was thus all the more apparent as prepared families were able to save more lives and sustain hope during the hard days after the disaster, and in the case of Kobe, there were many shortcomings in gender considerations such as abuse and lack of privacy, which served as important lessons to learn from and prepare against in future disaster scenarios.

The participants from project countries also shared their national plans and local initiatives, which also served as a great learning opportunity for Japanese participants. The people of Kobe and Hyogo had also provided disaster assistance to other countries in the years following the Great Hanshin Awaji Earthquake and they were able to learn how their input and experiences helped guide relief and recovery operations.



Special Thanks to:

Hyogo Earthquake Memorial 21st Century Research Institute

Local Counterparts:

Ward Disaster Management Committees (WDMC) and Ward Commissioners

Bangladesh Disaster Preparedness Center (BDPC)

Community Learning Centers (CLC), Nepal

National Society for Earthquake Technology (NSET), Nepal

Community Based Organization, Sri Lanka

Prathana Child Club, Sri Lanka

Acil Destek Vakif (Emergency Support Foundation), Kaynaşlı, Turkey

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Words to Action: Implementing the HFA through Gendered Community Based Disaster Management (CBDM)

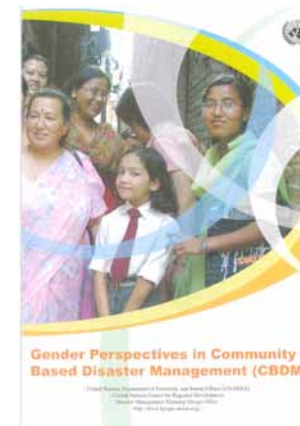
HFA Priorities Implementation Flow Chart

UNCRD publications on Community Based Disaster Management (CBDM)

(Copies available at the office or by mail upon request or through web download in PDF format)

Recent Publications

Project Reports



“Gender Perspectives in Community Based Disaster Management (CBDM)”



Hyogo Trust Fund VIII Participatory Workshops on: “Gender in Urbanisation and Community Based Disaster Management” with DVD
Also available as individual project country copies in Bangla, Sinhala, and Nepalese.

Symposium Proceedings

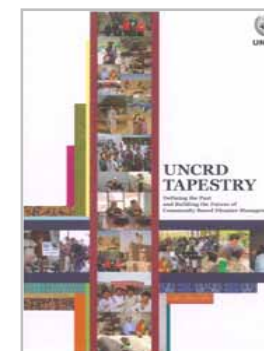


The International Disaster Management Symposium 2009 “Disaster Resilient Regional Development Strategies in the World – From Hyogo to the World”

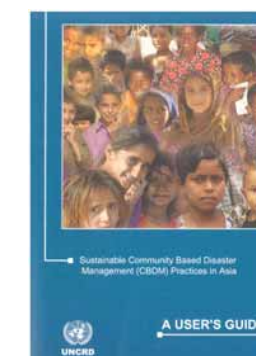


The International Disaster Management Symposium 2008 “Towards Sustainable Communities”

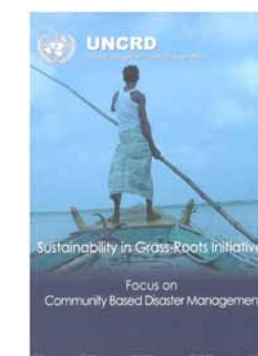
Further In-Depth CBDM Publications



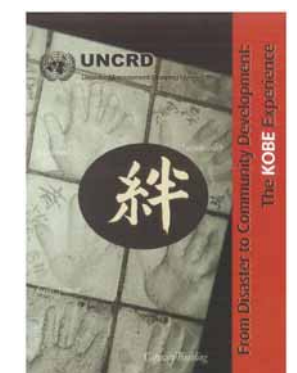
UNCRD Tapestry:
The publications defines the past and future of CBDM through project cases.



A User's Guide
Sustainable Community Based Disaster Management (CBDM) Practices in Asia



Sustainability in Grass-Roots Initiatives Focusing on Community Based Disaster Management



Kizuna – From Disaster to Community Development, The Kobe Experience
This publication brings together the experiences and lessons from the Great Hanshin Awaji Earthquake along with survivor testimony.

Download copies now from the UNCRD website at : <http://www.hyogo.uncrd.or.jp/publication/>
or email us at rep@hyogo.uncrd.or.jp

Priority 1:
Make Disaster Risk Reduction a Priority and Take Action

Priority 2:
Know the Risks and Take Action

Priority 3:
Building Understanding and Awareness

Priority 4:
Reduce Risk

Priority 5:
Be Prepared and Ready to Act

Implementation of the Hyogo Framework for Action

HFA Priority 1:
Ensuring that disaster risk reduction (DRR) in a national and a local priority with a strong institutional basis for implementation.



Corresponding key HFA activity:
(iii) Community Participation
(h) Promote community participation in disaster risk reduction through the adoption of specific policies, the promotion of networking, the strategic management of volunteer resources, the attribution of roles and responsibilities, and delegation and provision of the necessary authority and resources.

UNCRD activity towards HFA Priority

-Gendered CBDM project on Disaster management training for women in Turkey

P. 17 ~ 18

HFA Priority 2:
Identifying assets and monitoring disaster risks and enhancing early warning



Corresponding key HFA activity:
(i) National and local risk assessments
(a) Develop, update periodically and widely disseminate risk maps and related information to decision-making, the general public and communities at risk in an appropriate format.

UNCRD activity towards HFA Priority

-Gendered CBDM project on installation of Hazard maps in Nepal

P. 19 ~ 20

HFA Priority 3:
Using knowledge, innovation and education to build a culture of safety and resilience at all levels



Corresponding key HFA activity:
(i) Information management and exchange
(a) Provide easily understandable information on disaster risks and protection action to reduce risks and build resilience. The information should incorporate relevant traditional and indigenous knowledge and culture heritage and be tailored to different target audiences, taking into account cultural and social factors.
(ii) Education and training
(m) Ensure equal access to appropriate training and educational opportunities for women and vulnerable constituencies; promote gender and cultural sensitivity training as integral components of education and training for disaster risk reduction.

UNCRD activity towards HFA Priority

-Gendered CBDM in Sri Lanka
-Shake table demonstration in Bangladesh
-Women's training in Nepal

P. 21 ~ 24

HFA Priority 4:
Reducing underlying risk factors



Corresponding key HFA activity:
(i) Environmental and natural resource management;
(b) Implement integrated environmental and natural resource management approaches that incorporate disaster risk reduction, including structural and non-structural measures, such as integrated flood management and appropriate management of fragile ecosystems.

UNCRD activity towards HFA Priority

-Water resource management in Bangladesh

P. 25 ~ 26

HFA Priority 5:
Strengthening Disaster Preparedness for effective response at all levels



Corresponding key HFA activity:
(b) Promote and support dialogue, exchange of information and coordination among early warning, disaster risk reduction, disaster response, development and other relevant agencies and institutions at all levels, with the aim of fostering a holistic approach towards disaster risk reduction.

UNCRD activity towards HFA Priority

-International Disaster Management Symposiums

P. 27 ~ 28



"Words to Action: Implementing the Hyogo
Framework for Action (HFA) through Gendered CBDM"

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