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Gender Disparities and Challenges in Disaster Risk Reduction in India : Insights from the Sendai Framework

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Abstract

Global commitment to address gender imbalances in disaster management was signalled by the adoption of the Sendai Framework for Disaster Risk Reduction in 2015. The framework emphasizes the incorporation of gender views in policies and practices and acknowledges that social norms and gender disparities can increase susceptibility to disasters. This has sparked noteworthy initiatives in nations like Japan, where gathering gender-dis aggregated data and prioritizing women's participation in decision making are important goals. Despite the advances, there are still problems in other developing nations like India. This paper aims to examine the integration of gender perspectives in disaster risk reduction efforts, as outlined in the Sendai Framework, and its implementation in India. It seeks to highlight successful initiatives, challenges, and disparities in achieving gender equality in disaster management. The findings contribute to a better understanding of the progress made, the remaining gaps, and the potential for further improvements in mainstreaming gender in disaster risk reduction practices.

Keywords: *Gender, Disaster risk reduction, Sendai Framework, Implementation*

1 Introduction

The Third UN World Conference on DRR (Disaster Risk Reduction) in Sendai, Japan, in 2015 resulted in the adoption of the 15 year Sendai Framework for DRR. It offers a thorough framework for lowering disaster risks and increasing resilience at the local, national, regional, and international levels. A global study finds that women's mortality from disasters tends to be higher in relation to that of men in countries where women have lower socioeconomic status(1). In the 1991 cyclones in Bangladesh, some 90% of those who died were women. When Cyclone Nargis hit Myanmar in 2006, the death rate among adult women was double that of men. More women than men were killed by Ebola because they were the ones who washed and prepared the bodies of those who died from the disease for burial, thereby exposing themselves to infection. Also, at the 2004 Indian Ocean Tsunami, women and children made up 77% of the victims. When priorities for disaster prevention, response, preparedness, and resilience are established, gender is all too frequently ignored, leaving women and girls'

unique needs and abilities unmet. Various forms of inequality, such as age, handicap, ethnicity, class, migratory status, sexual orientation, etc., that cross and influence one another might heighten the disaster risk that women suffer. Given that social norms and gender inequities can make people more vulnerable to disasters, the framework places a strong emphasis on incorporating gender views into DRR policies and practices (2; 3; 4). It intends to increase the efficacy and inclusivity of disaster management operations by addressing gender concerns in DRR. In a way, it is a global agreement for DRR that strives to address gender disparities in DRR initiatives while recognizing the crucial role that gender plays in disaster management. Because of it, gender perspectives have now been incorporated into policies and programmes of many governments around the world as a result of the increased understanding of the significance of addressing the issues. But there are still challenges that remain, especially in developing countries where there are institutional limitations, cultural hurdles, and a lack of resources preventing the full implementation of gen-

der responsive measures(5; 6; 7). Although some nations have made progress in mainstreaming gender into their disaster management procedures, more effort, capacity building, and cooperation are required to secure meaningful gender equality outcomes in its global objectives. Examples on both sides remain. As the host nation, Japan has prioritized gender perspectives by encouraging gender disaggregated data collecting and improving women's participation and leadership in disaster management committees. A similar effort is noticed in countries such as Nepal and Vietnam. In Nepal gender responsive strategies have been put into practice, including the creation of gender and social inclusion units, gender sensitive risk assessments, and greater engagement of women in decision making(8; 9). In India, it has shown varied response across regions and states(10; 11).

1.1 Focusing on Gender Inclusive DRR : Indian Scenario

In India, certain marginalization processes that uphold the interests of specific groups and regions at the expense of others are intrinsically related to the vulnerabilities of women. While there may have been noticeable advancements in science and technology, agriculture, transportation, and communication, a sizable portion of Indians are still plagued by poverty, ignorance, and suffering. It is essential to address the special opportunities and problems connected to gender and disaster management in a country as diverse and populous as India. Though gender-inclusive DRR has received more attention recently it still necessitates a targeted strategy that considers the distinctive socio-cultural, economic, and geographical aspects prevalent in India. There are very few targeted studies that intends to provide light on the developments made, difficulties encountered, and prospective prospects for promoting gender-inclusive DRR practices in the country by evaluating the Sendai Framework for DRR's implementation.

One year after the Sendai conference, gender mainstreaming and women's participation in disaster management are specifically emphasized in India's National Disaster Management Plan of 2016(12). It emphasizes the need for gender sensitive risk assessment and reduction strategies, recognizing that women face unique risks and vulnerabilities during disasters (section 2.2), the importance of capacity development initiatives that promote gender equality and women's participation in disaster management, including training, skill development, and knowledge enhancement (section 3.4) and advocating the inclusion of woman in CBDRM (Community Based DRR) processes. There were also provisions for the inclusion of woman participation in the capacity building and training calls for the inclusion of gender perspectives and sensitization in disaster management training programs and the importance of ensuring gender sensitive early warning systems that consider the specific needs and capabilities of women and other vulnerable groups. It further emphasizes the importance of providing gender responsive relief measures, taking into account the unique needs and vulnerabilities of women and girls, including shelter, healthcare, sanitary facilities, and protective services and highlights the importance of integrating gender considerations into the governance and decision making structures of disaster management institutions.

Apart from the plan of 2016, there exists National Guidelines on Gender Issues in Disaster Management (2007)(13), a framework for incorporating gender considerations into policies, strategies, and programmes for disaster management emphasizing the significance of addressing gender based vulnerabilities, encouraging female engagement, and ensuring women having access to resources and decision making processes, National Policy on Disaster Management (2009)(14), emphasizing the importance of gender mainstreaming in all aspects of disaster management, including risk reduction, response, recovery, and rehabilitation and other similar gender responsive policies and guidelines. Despite these provisions, obstacles still stand in the way of women's full participation in the overall process and continued efforts are needed to address barriers, promote gender mainstreaming, and empower women as a whole particularly in mainstreaming their opinions and services.

1.2 Challenges in Leadership and Participation in Decision Making: A Contextual Analysis

Women's leadership and participation in decision making processes encounter substantial hurdles in India's DRR context. Despite the Sendai Framework's acknowledgment of gender inclusivity as a critical component of DRR, societal and cultural hurdles still prevent women from participating in India(4; 15). These issues are a result of strongly ingrained patriarchal standards, rigid gender roles, and little opportunities for women to participate in decision making forums(16; 17). To ensure that DRR methods are effective and inclusive and that women's knowledge, experiences, and leadership are fully utilized in creating resilient communities, it is crucial to remove these barriers. The section of the paper investigates the challenges and leadership faced by women participants in the context.

One of the prominent hurdles in a country as big and diverse as India is the cultural and societal barriers playing a significant role in shaping their participation and leadership(18; 19; 20). These obstacles result from deeply ingrained cultural norms, customs, and gender roles that shape social expectations and limit women's agency and power. The prevalent patriarchal norms that give priority to male authority and control over decision making processes are a significant challenge even today. Women are often expected to conform to traditional gender roles that place most of their responsibilities in the home. This restricts their use of public areas, networks, and chances to participate in DRR efforts. Such gendered assumptions support the idea that women's tasks are limited to providing care and minimize their active participation in decision making at the community level regarding disaster preparedness, response, and recovery. Furthermore, gender preconceptions that undercut women's abilities and expertise in crisis management are usually reinforced by conservative social standards.

Women are frequently excluded from leadership roles and decision making forums as a result of these prejudices underestimating their knowledge and talents(21; 22; 23). Hence, their viewpoints and experiences are marginalized, which makes it difficult to build inclusive and successful DRR policies. Additionally, during disasters, cultural customs

and norms may restrict women's mobility and access to information and resources. In the wake of disasters like Cyclone Phailin, the Kerala and Uttarakhand floods, and the COVID-19 epidemic, women have had trouble moving around and getting access to services. Due to their limited mobility, they are unable to attend meetings or trainings, access important information, or participate in DRR related decision making processes. In order to change these cultural norms and advance gender responsive approaches to DRR, collaboration with key stakeholders, religious and cultural organizations, and community leaders is essential and India has to make substantial progress in this sector.

Lack of representation is another critical issue in the context of DRR in India particularly concerning the under representation of certain groups in decision making processes. This problem is brought on by numerous aspects of the lack of inclusivity and diversity in DRR projects. It is imperative to address this problem because it undermines comprehensive and lasting outcomes by affecting the equity and efficacy of DRR efforts. According to the 2011 report by UN Women titled "Gender Equality and Women's Empowerment in Disaster Recovery", women in India face challenges in accessing decision making forums and have limited participation in DRR planning and implementation(24). Furthermore, the 2018 World Risk Report by the United Nations University Institute for Environment and Human Security highlights that women often face exclusion from decision-making processes in disaster risk management due to socio cultural norms and unequal power relations.

The National Disaster Management Authority (NDMA) has recognized the need to enhance women's participation and gender responsive approaches in disaster management. So, women continue to encounter major obstacles to effective involvement notwithstanding the Sendai Framework for Disaster Risk Reduction's acknowledgment of the significance of gender inclusion. Gender stereotypes, patriarchal systems, and cultural norms all contribute to the persistence of gender inequality and restrict women's access to positions of power. This marginalization not only makes it difficult to effectively address the perspectives, experiences, and needs of women but also compromises the overall efficacy of DRR projects. The Sendai Framework for Disaster Risk Reduction acknowledges the significance of gender inclusion, yet women still face major obstacles to meaningful involvement. To address these issues and improve representation in DRR decision making, actions have been taken in India. The need of inclusivity and the involvement of marginalized people is emphasized by initiatives like the National Disaster Management Act of (2005) (25) and the National Disaster Management Plan of (2016) (12). In order to secure meaningful representation, more action and commitment are required despite the fact that implementation gaps continue. Promoting inclusive and participative techniques is crucial to addressing the lack of representation. One way this can be accomplished is through developing more forums for underrepresented groups to be heard, consciously including them in decision making processes, and cultivating a climate that supports diversity and inclusivity. The societal norms that support exclusion and discrimination can be challenged through capacity building initiatives, awareness campaigns, and focused policies.

Building knowledge, abilities, and self assurance necessary for successful participation in DRR decision making processes requires education and training. Among prominent factors, limited access to education and training poses significant challenges to women's leadership and participation in DRR activities in India. According to the Census of India 2011, the overall literacy rate for women in India was 65.46%, which was lower than the literacy rate for men at 80.88%. According to the same census the literacy rate for women in the poorest households was 39.62%, while the same in the richest households was 92.28%. In rural areas it was 54.16%, while the literacy rate for women in urban areas was 78.93%. The dropout rate for girls in India is higher than the dropout rate for boys. In 2018, the dropout rate for girls at the primary level was 11.8%, while the dropout rate for boys was 9.8%. At the secondary level, the dropout rate for girls was 17.4%, while the dropout rate for boys was 14.7%. High dropout rates and little educational options for girls are caused by factors including cultural norms, early marriage, child labour, and resource limitations. Their capacity to acquire the knowledge and skills required to effectively participate in DRR efforts and decision making processes is constrained by their lack of access to a meaningful education. This inability in many Indian women to access chances for quality education and training manifests in their inability to assume leadership positions and support DRR initiatives(26; 17).

The continuance of gender discrepancies in educational access and achievement is one of the main issues as well. Despite recent improvements, there are still considerable impediments to education for girls and women in some areas and marginalized communities. Moreover, women frequently have trouble enrolling in specialized training programmes for DRR, even when they do have access to schooling. Significant obstacles include the lack of training opportunities, ignorance of the programmes already in place, and financial limitations. Because of this, it is relatable that women lack the technical knowledge and self-assurance necessary to take on leadership roles in DRR and make valuable contributions to the overall process.

The Sendai Framework emphasizes the role that education and training play in fostering resilience and lowering the likelihood of disasters and emphasizes how important it is to support training and education initiatives that empower women and develop their leadership potential in DRR. However, putting these concepts into practice calls for coordinated efforts to overcome the problems India is currently facing. Targeted actions are required to address the limited access to education and training including putting into practice laws that support gender equality in the classroom and giving women and girls the same chances to learn about disaster risk reduction. The availability and accessibility of specialized training programmes that cater to the requirements of women in disaster prone areas must also be improved. In order to create and deliver gender responsive training initiatives, partnerships between government agencies, non governmental organizations, and educational institutions is another sector that demands a lot of work currently. In parallel, the collective mindset of the society regarding the investments in women's education and training has to be reformed and we need to understand that

women's education in DRR not only enable them to assume leadership roles but helps increase the resilience of the entire community.

As a nation, it is an essential step in creating a more resilient and gender responsive society in the event of disasters, which is one of the objectives of the Sendai Framework. The Sendai Framework for Disaster Risk Reduction acknowledges the significance of institutions that take gender into account(27; 28) as well as the active participation of women in decision making. It stresses the necessity for institutional systems that support women's leadership and urges for the promotion of gender equality at all DRR governance levels. However, it is still difficult to put these processes into place in India. Saying so, inadequate institutional support poses significant challenges to women's leadership and participation in the same context in India(29; 30; 31). It is a fact that their leadership and participation in DRR are not supported by enough resources or infrastructure.

Women in disaster management are already underrepresented due to a lack of resources, inadequate training programmes, and a lack of networking and mentoring opportunities. This limits their capacity to make meaningful contributions to decision making processes, influence policies, and affect the distribution of funding for programmes that promote gender responsive DRR. Promoting gender responsive policies, setting goals or quotas for women's presence in decision making bodies, and guaranteeing women's meaningful involvement in the development and implementation of DRR programmes are some possible ways to address the issues. In addition, programmes for developing capacity should be created to improve the expertise and knowledge of women in disaster management. The hurdles that still exist can be reduced and the tools needed for women to participate in decision making processes successfully can be given to them through mentoring programmes, leadership development, and networking opportunities.

It is crucial to set aside specialized resources and financing for gender responsive DRR activities and to create partnerships between government organizations, civil society, and women's groups.

Gender based discrimination and violence persist in many parts of India, which further hampers women's participation and leadership in the process.

According to the National Crime Records Bureau (NCRB), there were total of 4,28,278 cases of crime against women were registered during 2021, showing an increase of 15.3% over 2020(32). Majority of cases under crime against women under IPC were registered under 'Cruelty by Husband or His Relatives'. The Sendai Framework acknowledges the importance of addressing gender based discrimination and violence and calls for gender responsive policies and actions to create an enabling environment for women's leadership and participation. However, in India, the implementation of such measures remains a challenge due to a number of factors. Deeply ingrained cultural norms and societal attitudes continue to support violence and discrimination against women, preventing their active participation in DRR procedures(33; 34; 35; 36). Women are shown as stereotypes of passive victims rather as proactive agents in crisis management, which reinforces traditional gender norms. Their opinions and viewpoints are consequently fre-

quently silenced, which leaves them underrepresented and suppressed. Gender based violence, sometimes percolates to sexual harassment and domestic abuse resulting in women discouraged from actively participating in public forums, meetings, and decision making processes creating a confined space where they are unable to contribute their knowledge, skill, and experience, perpetuating a cycle of exclusion and silence. India is additionally burdened by the deep rooted caste system, which continues to hinder social mobility, perpetuate discrimination, and limit equal opportunities for individuals across all sections of society. The year 2018 saw countrywide demonstrations against caste based violence after a 19 year old Dalit woman from Hathras was gang raped and killed(37). Similar to this, four men were apprehended in 2019 when a 23 year old Dalit lady from Unnao was allegedly raped and killed(38). The matter is still ongoing in court. A 16 year old Dalit girl was allegedly raped and murdered by a group of men in Balrampur in 2020, which resulted in the arrest of a group but the case is still pending(39). These cases emphasize the critical need to eliminate caste based prejudice, safeguard the rights of women from lower castes, and provide victims of caste based violence with prompt and impartial justice. It has a wide ranging impact on all facets of society, including the lives of Indian women while struggling with twofold marginalization within this complicated system as they negotiate caste and gender boundaries. The strongly rooted hierarchy limits women's access to education, work, and social mobility while sustaining discrimination and uneven chances in their chances of participation in any DRR activities.

2 Conclusion

Enhancing gender inclusion in DRR programmes has seen differential development in India. The 2016 National Disaster Management Plan contains particular measures for gender inclusion in disaster risk reduction, highlighting the significance of women's engagement, capacity building, and gender sensitive techniques. This policy framework offers a solid base for advancing gender equality and giving women more power in disaster management. Particular initiatives for gender participation in disaster risk reduction are included in the plan, which emphasizes the importance of women's engagement, capacity building, and gender sensitive methods. In order to advance gender equality and provide women more clout in disaster management, this policy framework provides a strong foundation. As more women hold leadership positions in disaster management institutions and organizations, a wider range of viewpoints and experiences can be taken into account when developing and implementing DRR strategies. By having more women represented, we can make sure that women's concerns and voices are taken into account in crisis management plans. However, despite these achievements, achieving complete gender inclusiveness in DRR in India still presents a number of hurdles. The mismatch between policy and practice execution is one ongoing issue. Although there are policy frameworks, there are not many of them being used effectively. To make sure that policy provisions are implemented as intended, there is a need for more mainstreaming of gender issues in DRR initiatives and programmes. Gender inclusiveness in DRR is also significantly hampered by

cultural and social conventions. Traditional roles and ingrained gender preconceptions frequently place restrictions on women's ability to participate fully and make decisions in disaster management. It takes consistent work to confront and change gender stereotypes, to empower women and enable their active participation in DRR processes and overcome age old cultural barriers. Due to their restricted access to opportunities, resources, and knowledge, women and marginalized groups frequently confront additional challenges in disaster prone locations. For their effective engagement in DRR operations and decision making processes, it is essential to increase their capacities and give them the requisite skills and information. Effective gender inclusivity in DRR depends on understanding intersectionality.

When planning and implementing DRR, it is crucial to take an inter sectional approach that recognizes and tackles the numerous and overlapping dimensions of gender, class, caste, ethnicity, and other social identities. While there has been progress in India towards fostering gender equality in disaster risk reduction measures, more has to be done to completely line with the Sendai Framework's goals. A more inclusive and successful approach to disaster risk reduction must take into account challenges related to implementation, cultural norms, capacity building, and intersectionality. The successes in policy development, women's empowerment, representation, and knowledge enhancement lay a solid foundation for this goal. To close the gap and carry out the Sendai Framework's objectives of advancing gender equality and disaster resilience, continued dedication and cooperation are required for a country as India.

Conflict of Interest

The authors declare no conflict of interest in this reported communication.

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