



International Strategy for Disaster Reduction

Partnerships for Gendering Disaster Risk Reduction

GENDER EXPERT MEETING

MEETING REPORT

12-13 February 2007
Geneva, Switzerland



United Nations

1. Background

The gender relations in our societies around the world reflect a deep seated discrimination against women, in terms of opportunities, rights and decision making. Gendered identities, attitudes, expectations and home-based responsibilities limit women's mobility and access to resources. As a result, women and men have different life experiences, leading to differences in vulnerabilities and capacities. Disasters highlight and accentuate the vulnerabilities of women while current approaches to response and recovery further mask the skills and capabilities of women as individuals and as a group.

Despite some progress achieved in mainstreaming gender into Disaster Risk Reduction (DRR) initiatives over the last decade and two recent international meetings at which experts gathered to evaluate this progress and assess the way forward (*Expert Group at the Meeting on Environmental Management and the Mitigation of National Disasters: A Gender Perspective in Turkey in 2001*, and *Workshop on Gender Equality and DRR in Hawaii in 2004*), there still remains a poor understanding and attention of women's concerns, needs, capacities and priorities in application of the recommendations/frameworks at the global, regional and local levels. So far, gender issues are adequate not integrated into DRR policies and plans and implementation. This continues to be seen as merely 'add on', or as a women's concern, to be separately addressed as women's concern. Strengthening the resilience of communities and households requires growing attention to vulnerabilities and capacities of women and men, and girls and boys in every process and activities of disaster risk reduction at every level.

Based on progress made, the UN/ISDR secretariat, as part of the ongoing effort in implementing the *Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters* is determined to continue and enhance its efforts to mainstream gender concerns and needs into DRR by facilitating the development of ***Partnerships for Gendering Disaster Risk Reduction*** as a joint effort among practitioners, professionals and institutions willing to promote gender-sensitive and gender-balanced approaches in DRR. This initiative would provide a platform for gender professionals, experts, activists and different stakeholders to share information and knowledge, and increase visibility of women's issues and voice at the global level.

As part of this effort, ISDR secretariat held a *Gender Expert meeting on 12-13 February 2007 in Geneva*, attended by a small group of gender and DRR experts (both women and men). Participants came from Government, non-Government organizations, UNDP country office as well as academic and private sectors, which enriched discussions on gender issues in DRR from different perspective.

2. Goal

The goal of the meeting was to consult with a small group of gender experts on the development of the proposed UN/ISDR Partnerships for Gendering Disaster Risk Reduction.

3. Proceedings

Day 1

The Meeting began with introductory remarks from Ms Elaine Enarson, as the first-day facilitator of the meeting. Feng Min Kan, UN/ISDR Senior Coordinator welcomed the participants and explained that both ISDR Director and Deputy Director were away due to other engagements, but they have been advocating the subject and calling for actions at different major conferences since the establishment of the UN/ISDR secretariat in 2000. Ms Kan stressed that gender mainstreaming in DRR aims to bring active and full participation of men and women in DRR at all levels, which is crucial not only for creating a culture of disaster prevention, but also for achieving the resilience of nations and communities to disasters. She pointed out that most of the recommendations made at previous meetings have not been implemented and gender perspectives in DRR have not yet received adequate attention at all levels. UN/ISDR secretariat as the international coordinating body for DRR, has a responsibility to promote and facilitate gender mainstreaming in DRR process. She concluded by encouraging participants to come up with a set of relatively fewer but concrete and achievable recommendations, which can be built on in the future, in order to move forward in a sustainable manner.

Mr Glenn Mittermann made a presentation on the strengthened UN/ISDR System, as a multi-stakeholder system, which has developed into a much more inclusive “movement”, by including Governments, regional organizations, NGO’s, academia, private sector, International Financial Institutions (IFI’s) and UN agencies. Mr Mittermann also presented the forthcoming Global Platform for DRR as a follow up of the Hyogo Framework for Action (HFA) adopted by 168 countries at the UN World Conference on Disaster Reduction in January 2005 in Kobe, Japan. The Global Platform for DRR will hold its first session on 5-7 June 2007 in Geneva. The key themes in the Plenary Session would include: adaptation to climate change; the growing risks in mega-cities and urban areas; making the economic, social and political case for DRR and national mechanisms for DRR for integrating DRR into sectoral agendas, with a focus on education, health, environment early warning systems and risk assessment.

Ms Madhavi Ariyabandu made the theme presentation of gender issues in DRR highlighting the achievements, constraints, challenges and factors hindering gender integration into DRR. She stressed that strong gender-based attitudes translate into social, economic and political imbalances. In disaster situations, women’s vulnerabilities are highlighted but their capacities often forgotten and seldom drawn on. Although some progress including enhanced awareness has been made since Ankara 2001 and Honolulu 2004 and although international frameworks, policies, progress indicators have been developed there much remains to be done in further mainstreaming the process and in implementing the frameworks and guidelines on the ground. Based on her experience, she concluded, we need to focus more on attitudes and gender-disaggregated information as starting points of gender mainstreaming exercises.

A round table discussion followed the presentation, debating issues such as focus in gender identities and skills, raising capacities, creating partnership, learning from communities, guidance to implementing frameworks by policy makers, highlight women’s capacities before, during and after the disasters. Inputs from this discussion were incorporated under Item 6 below.

In the afternoon, ISDR secretariat presented the initiative on Global Partnerships for mainstreaming gender concerns and needs in DRR. Feng Min Kan gave a presentation of the proposed partnerships for gender mainstreaming into DRR and stressed that UN/ISDR has the determination to build sustainable partnerships for mainstreaming gender concerns and needs in DRR as part of the ongoing efforts for building resilient nations and communities to the impact of natural hazards. She also emphasized the need to take stock of existing dynamics and challenges in gender and DRR and the need for the strong commitment among gender experts for building the proposed partnerships and gaining support of different groups of stakeholders.

The discussions thereafter focused on identifying the purpose of the proposed partnerships and the possible deliveries of such a Partnership. After in depth discussions the participants have reached consensus on main focus areas and a calendar of concrete activities, with roles and responsibilities (see Annex I).

Day 2

The meeting was chaired by Dr P.G. Dhar Chakrabarti. A revised agenda was adopted. Mr Criag Duncan, ISDR Senior Coordinator, Information Management Unit made a presentation on the Prevention Web, which is a Global Information Platform for Disaster Risk Reduction. Prevention Web in partnership with the Gender and Disaster Network will compile gender and disaster documents, news, event calendar, online discussions, contact directory, initiatives and policy database, training events, terminology in DRR, country profiles, a search engine for DRR, and background information on DRR issues. Prevention web can be seen as a gateway to all DRR activities and could also be a key tool for gender professionals. It will provide exposure on what the Partnership of Gendering Disaster Risk Reduction is doing.

Mr. Michele Cocchiglia, ISDR NGOs liaison officer, presented the Global Network of NGOs for Disasters Risk Reduction and Ms Brigitte Leoni, ISDR Media Officer, presented the Media Network for Disaster Risk Reduction. Both networks are open to collaboration with the Partnerships for Gendering DRR.

Following this, participants split into groups to work on incorporating gender issues in the ISDR draft publication on “*Words into Action: Implementing the Hyogo Framework for Action*” in order to provide a gender sensitive approach in the implementation of each of the HFA priorities.

During the afternoon session, the expert group went through the concept paper developed by the ISDR secretariat. Participants agreed on the goal, objectives and main principles of the concept paper. They also agreed to integrate concepts from Madhivi’s overview in the context section and to provide more inputs to the ISDR secretariat to finalize the document.

Afterwards, Dr Dhar Chakrabarti requested participants to give concrete ideas and propositions for the proposed umbrella project s highlighted in the concept paper. A round table discussion followed, and inputs from this discussion were incorporated under Item 6 below. To finalize this very productive day, participants prepared key generic questions for plenary speakers in view of the Global Platform Meeting and set key messages for media to arise awareness on gender relations in DRR.

Thereafter, participants proceeded to an evaluation of the Meeting. They expressed satisfaction on the way the meeting was organized, UN/ISDR efforts to place the issue high on the agenda, high-level participation, and the commitment from participants to the UN/ISDR initiative.

4. Outcomes

The meeting achieved its goals. The Gender Experts expressed their views and shared their experience during day 1 & 2 in order to provide guidance for Gendering DRR in all five priorities of the Hyogo Framework for Action. Concrete results of the meeting can be summarized as follows:

1. Consensus was reached on the need to build Partnerships for Gendering DRR;
2. The concept paper of the Partnerships for Gendering DRR was accepted with inputs from participants;
3. Ideas were brainstormed for developing a gender sensitive umbrella project proposal with the aim of gaining greater support in a consistent and sustainable manner;
4. Key focus areas were identified and a calendar of initial activities for building Partnerships for Gendering DRR was established;
5. Valuable comments and inputs were received ensuring gender integration in the consultation version, titled “*Words into Action: Implementing the Hyogo Framework for Action*”;
6. A set of key generic questions to be addressed during the Global Platform meeting was developed;

5. Adoption of the Initiative proposed by the UN/ISDR secretariat

Based on the main principles of the Concept Paper called *Building a Global Partnership for Mainstreaming Gender Concerns and Needs into DRR*, the participants agreed on the main principles and proposed the following:

Name of the Partnership:

The name will be “Partnerships for Gendering DRR ”

Goals:

The overarching goal of the present initiative is to contribute through partnerships to the ongoing long-lasting global effort to promote gender equality in social, cultural and economic development with an emphasis on disaster risk reduction.

Objectives:

1. In partnership with Gender and Gender and Disaster Network, to provide a platform for gender activists and different groups of stakeholders to share information, knowledge and experience in addressing gender needs and gender concerns in DRR;
2. To increase women’s voice and visibility of their roles and contributions in the DRR process at global, national and local levels.
3. To facilitate dialogues between women’s group and other stakeholders, including national platforms for DRR, NGOs, the media and donors;

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4. To encourage an active role by national authorities and NGOs in developing gender-sensitive and gender-balanced DRR policies and programmes;
 5. To develop policy guidelines on Gender and DRR, user-friendly checklists and training material for mainstreaming gender into DRR and vice versa.

6. Recommendations

The meeting provided several recommendations and suggestions for a sustainable action plan:

1. To use the Global Platform Meeting as an opportunity to keep the momentum gained from previous meetings and the current expert meeting held in Geneva to further promote gender concerns in DRR
2. To develop an *umbrella project proposal*, a demonstration project that covers the five thematic areas of the HFA and with expected deliverables, methodology and estimated budget and that covers the following items:
 - a. Provide capacity building for policy makers through modules of Training of Trainers (TOT) at national level in integrating gender and DRR. Combine UNDP existing modules and add value. Project is to be introduced at next Regional Consultation with National Platforms.
 - b. Develop tools based on those that have been focusing on response and recovery, and now expand them into DRR activities.
 - c. Need to produce awareness materials which articulate current positive activities, formalize knowledge and provide the know how of gender relations into DRR from different actors.
 - d. Reverse knowledge flows from south to north - good practices in south exist but are not adequately known or understood in the north.
 - e. Resource development, compilation of handbook illustrating concrete cases of good practice that links gender concerns to DRR in each of the priority areas of action of the HFA. The handbook could be built on the current source book.
3. To develop a small glossary on terminology to use for international policies, intended to provide a common understanding on “gender mainstreaming”;
4. To develop easy and user friendly tools such as Guidelines for Governments on how to mainstream gender issues into DRR ;
5. To provide gender disaggregated information;
6. To call for gender sensitive approach in UN/ISDR.

7. Gendering DRR Implementations- Main Activities

Implementation of the above recommendations was structured in three phases, each with specific activities. Phase one is the preliminary stage and will last until June, while phase two will start immediately afterwards. The third phase will be ongoing starting mid 2007.

Detailed activities for each of these objectives, along with proposed deadlines and focal points, are outlined in Annex I.

7.1 Phase I

- Provide a gender sensitive approach to action point for each HFA priority;
- Add gender specific terminologies in the existing UN/ISDR terminology;
- Representation at the Global Platform for DRR(GP/DRR). Provide significant inputs during the GP/DRR meeting to influence gender relations in DRR as follows:
 - a. In each thematic session – presentation on gender issue/ implication on: National Mechanisms, Climate Change, Mega Cities, Social, Economical & Political case, Early Warning ,Risk Assessment ;
 - b. Provide implementation fact sheets on gender on each of the above themes;
 - c. Develop a set of key questions for Panelists to aid addressing gender issues within each thematic area;
 - d. Organize a poster session and make available banners and brochure;
 - e. Organize a side event such as a round table;
 - f. Provide key questions that generate messages for Media;
 - g. Utilize the existing Gender and Disaster Network for expanding the partnerships, gaining support, call for posters and collect good practices.

7.2 Phase II

- Inventory/ mapping on who is doing what and where;
- Film on how men and women, boys and girls work together for DRR;
- Gender disaster sourcebook to be published and find resources for translation in different languages;
- Training modules on gender and DRR.

7.3 Phase III- Ongoing

- Compilation of good practices – videos, stories, pictorial presentations;
- Develop detailed guidelines for gender mainstreaming focus on DRR;
- Partnerships for gender and DRR;
- Umbrella project proposal, demonstration projects;
- Include gender perspective in all UN/ISDR publications ;
- Facilitating dialogue on gender and DRR between community organizations, private sector and Government officials;
- Convene regional consultations on gender and DRR;
- Training of Trainers at regional level;
- Support the grassroots level capacity building activities

8. Strategy for building Partnerships for Gendering DRR

The Strategy for building and sustaining the proposed Partnerships include the following steps:

1. Prepare a background document based on analysis of policies, strategies and case studies available on gender relations. The resulting draft document will be circulated among all stakeholders;
2. The ISDR secretariat had facilitated an initial consultation with a small group of women and men experts in Gender and DRR. Further consultations in the regions will provide more discussion on the structure and mechanisms for developing sustaining and effective partnerships. The core group will support UN/ISDR in developing an umbrella project and to facilitate access to resources;
3. ISDR secretariat will facilitate an online discussion on ISDR website and on Gender and Disaster Network for broader consultations on the concept paper, areas of priority of the proposed Partnerships in order to get a greater support from other stakeholders;
4. Establishing an “Advisory Group of Experts”: prior reaching consensus and developing criteria, the participants of the first expert meeting will act as the initial driving force until the next scheduled for June 2007, in which the implementation status of the recommendations discussed for this partnership will be reviewed. During this period, further consultations will be carried out with more gender experts in different Regions.

List of Participants

<u>Name and Surname</u>	<u>Organisation</u>
Ms Madhavi Ariyabandu	<i>Researcher/Consultant</i>
Mr Prabodh Dhar Chakrabarti	<i>National Institute of Disaster Management</i>
Ms Elaine Enarson	<i>Brandon University</i>
Ms Maureen Fordham	<i>University of Northumbria</i>
Ms Suranjana Gupta	<i>Groots/Huairou Commission</i>
Ms Rowena Hay	<i>Umvoto Africa (Pty) Ltd Research and Consultancy</i>
Mr Man Thapa	<i>UNDP Sri-Lanka</i>
Ms. Suzanne Shende	<i>Garifuna Emergency Committee of Honduras</i>
Ms Feng-Min Kan	<i>ISDR Secretariat</i>
Ms Ana Cristina Angulo Thorlund	<i>ISDR Secretariat</i>

Participants

Madhavi Malalgoda Ariyabandu is a development researcher with special interest on political economy of development and disasters. Madhavi has over 15 years experience working on development issues, has designed and coordinated a number of research and training initiatives on livelihood options in disaster risk reduction and gender issues focusing on South Asia. She has considerable experience in interacting with the communities living with disasters in South Asia. Madhavi authored the book ‘Defeating Disasters: Ideas for Action’, and has co-authored a number of publications; ‘Disaster Communication, A Resource Kit for Media’, ‘Disaster Risk Reduction in South Asia’, ‘Livelihood Centred Approach to Disaster Management; A Policy Framework for South Asia and the most recent being ‘Gender Dimension in Disaster Management; a Guide for South Asia’. Her educational background is Agronomy and Agriculture Economics, and her other interests include languages and writing.

Madhavi is the 2004 recipient of the Mary Fran Myers Award, presented for ‘*advancing women’s careers in emergency management and the academy and for promoting gendered disaster research*’, awarded by the Gender and Disaster Network (GDN) and the Natural Hazards Center, at the University of Colorado, USA. Madhavi led the Reducing Vulnerability Programme team at Practical Action (ITDG South Asia) and was the Gender Advisor to the Tsunami Recovery Programme UNDP Sri Lanka. Currently she is working on a gender mainstreaming initiative with the BCPR, UNDP.

Dhar Chakrabarti Has been involved in designing and implementation of various projects for the development and empowerment of women. Was head of Women Development Division in the Ministry of Women and Child Development of Government of India during 2000-03. In that capacity drafted the National Policy on Empowerment of Women 2001 and the Report of the Working Group of the Planning Commission on Empowerment of Women. Was a Member of the Expert Group on Social Charter of the South Asian countries. Conducted various research programmes including a *Time Use Study on Women’s Invisible Work*. Written a number of research papers and edited a book titled ‘*Microfinance and Disaster Risk Reduction*’. Developed a training module on *Gender Issues in Disaster Risk Reduction* for disaster managers.

Dr. Elaine Enarson is an American disaster sociologist currently teaching in the Applied Disaster and Emergency Studies Department of Brandon University in Manitoba, Canada. The author of *Woods-Working Women: Sexual Integration in the U.S. Forest Service* (1984) and co-editor of the international reader *The Gendered Terrain of Disaster: Through Women’s Eyes* (1998), her recent research and publications have addressed social vulnerability issues with particular emphasis on women and gender. Among these are studies of the impacts of hurricane Andrew on women, response and preparedness in US and Canadian domestic violence agencies, women’s paid and unpaid work in the Red River Valley flood, gender patterns in flood evacuation, women’s human rights in disasters, the impacts of drought and earthquake on rural women in Gujarat, India and gender and employment issues in disasters (for the ILO). Dr. Enarson’s most recent publications are “Making Risky Environments Safer: Women Building Sustainable and Disaster Resilient Communities” (for UN DAW), the literature review “International Perspectives on Gender and Disaster,” and a chapter on social vulnerability in *Emergency Management: Principles and Practice for Local Government* in the US. She was project manager of an action research project on risk assessment working with grassroots women in the Caribbean, organizer of the *Gender and Disaster Sourcebook* project and writing team in 2004-2006 and co-convenor of conferences

on women and disaster in Vancouver (1998), Miami (2001) and Honolulu (2004). Elaine lectures widely in the US and Canada on gender and disaster with a special focus on gender violence, and is currently co-editing a book on gender and disaster risk reduction and collaborating on the development of a new Canadian gender and disaster network.

Maureen Fordham has been researching gender and disasters since the early 1990s. She was a founding member of the Gender and Disaster Network and manages the GDN website. She is the winner of the 2006 Mary Fran Myers Award, presented for advancing women's careers in emergency management and the academy and for promoting gendered disaster research. She has published a number of articles and book chapters on the subject, the latest being:

"Please don't raise gender now - we're in an emergency!" 2006 World Disasters Report International Federation of Red Cross and Red Crescent Societies, with Madhavi Ariyabandu, Prema Gopalan and Kris Peterson. She is regularly invited to speak on gender and disaster issues at international conferences and workshops. The latest presentation was as Invited Keynote speaker on Gender Issues in Risk Management: "Sometimes we women don't know about our strength." Disaster risk reduction through a gendered lens." International Disaster Reduction Conference, August 27th - September 1st, 2006, Davos, Switzerland.

Suranjana Gupta Coordinator, Global Campaign on Recovery and Resilience Huairou Commission. Ms Gupta has been working with grassroots women's groups since 1995. Her responsibilities include documenting grassroots women's initiatives, coordinating community-community exchanges, strategic planning, and advocacy support for grassroots women. Suranja focussed on women's access to credit, women's participation in governance and women's roles in post-disaster recovery and reconstruction. From 1995-2001 Suranjana worked for Swayam Shikshan Prayog in India. From 2002 -2004 she was with the Huairou Commission secretariat in New York and was adjunct faculty at the New School University's Graduate Program in International Affairs. During this period I compiled a toolkit on "Local to Local Dialogue" jointly published by Huairou Commission and UN Habitat, describing strategies used by grassroots women to negotiate with local authorities. In 2005, she was on the evaluation team for Government of India and UNDP's Disaster Risk Management Programme. Suranja is currently coordinating a global initiative to create a network of grassroots women trainers on resilience and recovery and a post-tsunami project to support grassroots women in three cities in Sri Lanka to manage community resource centers. She is located in Mumbai, India

Rowena Hay, her background and training in the fields of hydrogeology, integrated water resource management, and rural water supply in South Africa, and her subsequent involvement in disaster risk assessment, management and reduction has given to Rowena a unique insights into the impact of both gender inequality and poverty on communities in developing countries, under both normal and disaster scenarios. She presented a paper on Gender Issues in Disaster Risk Reduction in Africa at the World Conference on Disaster Reduction in Kobe, Japan in January 2005. In December that year she was invited to the African Ministerial Conference on Disaster Risk Reduction in Addis Ababa. She also assisted as a facilitator at a meeting of disaster risk reduction officials for various African nations in Nairobi.

She has authored a booklet for the UNISDR on Gender Issues and Disaster Risk Reduction, and is co-authoring a UNDP publication "Guidelines for Mainstreaming Disaster Risk

Reduction”. She was also commissioned by the Commonwealth Secretariat to undertake a study on Disaster Warning and Response Systems in Small Island Developing States. Rowena is also a jury member for the UN Sasakawa Award for Disaster Reduction.

Suzanne Shende is Co-Founder and Co-Director of the Garifuna Emergency Committee of Honduras, a community based NGO which works for long-term recovery from Hurricane Mitch, sustainable development, human rights defence, promotion of women’s participation, cultural preservation and environmental protection with the Afro-Indigenous Garifuna of the north coast of Honduras. The “Comité de Emergencia Garifuna de Honduras”, as it is known there, is a member of the Huairou Commission and GROOTS. She and the Committee have explained their experiences in women-directed disaster response in settings ranging from a conference in Cuba to a workshop for the World Bank in Washington, and they have shared their work as far away as the World Social Forum in Mumbai, India and the Economic, Social and Cultural Rights Network Conference in Thailand. Previously, as a human rights lawyer, Shende’s work included issues of justice for women.

Man B. Thapa has been involved in designing and implementation of various disaster risk management projects/ programmes in South Asia (Nepal, Maldives and Sri Lanka) for the last 10 years with UNDP. While working with UNDP, Mr. Thapa has facilitated the formation of several women groups to design, implement and monitor disaster management, livelihood/ income generating and natural resources management projects. He has also designed and facilitated different training programme for women’s groups and supported to strengthen/ establish women’s groups as a CBOs/ NGOs. Before working with UNDP, Mr. Thapa worked with Winrock International Nepal as a Research Officer and initiated women scholarship and research grant programme for graduate students in Nepal. This women scholarship/ grant programme supported about 100 young, intelligent and students from remote areas to complete their undergraduate study in agriculture and forestry. Mr. Thapa also worked with Government of Nepal, where he assisted various women’s group in different districts to design and implement improved agriculture practices, income generating activities, animal husbandry and micro-finance. Currently, Mr. Thapa is working with UNDP Sri Lanka as a Disaster Risk Reduction Advisor.