Workshop for Development of Policy Guidelines on Mainstreaming Gender into Disaster Risk Reduction

Meeting Report

28-30 January 2008
1. Executive Summary

Disasters affect men and women differently, and affect women more. Disaster risk reduction (DRR) cannot be fully effective without including gender perspectives. Both DRR and gender are cross-cutting development issues that need to be addressed throughout political, technical, social, development and humanitarian processes.

Gender issues are still not adequately integrated into DRR policies and plans. To address this situation, the UN/ISDR secretariat promotes gender-sensitive DRR policy development. As part of this effort, UN/ISDR in partnership with IUCN held a Gender meeting on 28-30 January in Geneva. Participants came from Africa, Asia, Europe and the Americas, and represented Governments, non-Government organizations, UNDP country offices as well as the academic and private sectors, contributing to an enriched discussion on gender issues in DRR, Climate Change Adaptation (CCA) and Environmental and Natural Resource Management (ENRM) from different perspectives.

The aim of the meeting was to consult with the group of gender experts from the fields of DRR, Governance, Climate Change Adapation and Natural Resource Management on draft policy guidelines for mainstreaming gender into DRR, identifying commonalities and differences in their approaches to mainstreaming gender. The objectives were to review the major concerns, needs, progress and obstacles in promoting and mainstreaming gender perspectives in DRR, CCA and ENRM; to discuss the major elements of policy guidance for addressing gender in the three fields, and to agree upon roles and responsibilities for the development of integrated policy guidance.

The workshop began with four presentations on gender mainstreaming in the fields of Governance, ENRM, CC and DRR, followed by group discussion on commonalities and differences in strategies, approaches and areas of activities within the four areas. Experts highlighted the gap between policy and implementation, and the lack of recognition of women’s contributions. They also concluded that sustainable development would not be achieved without addressing gender specific needs and contributions.

The draft outline for the proposed Policy Guidelines was presented and participants discussed and reached consensus. To support the development of the outline, participants have also identified 10 priority areas, a list of support documents and their roles and responsibilities. Representatives from South Africa and India presented their countries’ experiences in Disaster Management, and in mainstreaming gender into the field. UNDP Mexico has also shared their local experience of implementing a gender-sensitive programme. Discussions that followed focused on the need to provide implementing mechanisms as well as policy guidelines, according to governments’ needs. In particular, participants highlighted the need to provide more concrete technical support to governments on how to mainstream DRR and gender into development together.

The workshop resulted in a better understanding of mainstreaming gender perspectives across the fields of DRR, CCA and ENRM, such as key concerns, needs, progress made, and obstacles. It also resulted in concrete steps towards developing and implementing policy guidelines for mainstreaming gender into DRR, and forged fresh and constructive relationships between experts across the three areas of DRR, CCA and ENRM.
2. Background
Over the last few years, the UN/ISDR secretariat has been increasingly promoting gender concerns and needs in disaster risk reduction (DRR), together with partners, in different capacities. In 2006, the ISDR secretariat embarked on the process of building a Global Partnership for Mainstreaming Gender Concerns and Needs into Disaster Risk Reduction to enhance gender perspectives in the context of implementation of the Hyogo Framework for Action (HFA) 2005-2015: Building Resilience of Nations and Communities to Disasters. The UN/ISDR secretariat has made some modest progress in 2006 through engaging organizations, governments and individual gender specialists and experts. The initiative has successfully increased the representation of a gender perspective in the main activities of the UN/ISDR secretariat. This has included three events at the Global Platform on DRR, and the major publications Words into Action and the Global Review on Disaster Risk Reduction. In addition, UN/ISDR secretariat has joined the Working Group on Gender of the Inter-Agency Standing Committee and has advanced dialogue with other UN and regional organizations.

Both gender and DRR are cross-cutting issues and development issues. It is necessary and important to mainstream gender perspectives into DRR and vice versa. Successful mainstreaming of gender perspectives into DRR requires good understanding of both issues. To this end, the initiative’s pilot introduced gender concepts, concerns and needs into DRR discussions among government officials; and DRR concepts and perspectives into the training for gender focal points. Feedback on both initiatives was positive and welcome.

The UN/ISDR secretariat has been requested to develop policy guidance and tools for mainstreaming gender perspectives into DRR processes. Both are crucial for achieving gender equality in DRR and sustainable development. To carry out this task, a multi-stakeholder approach is required since the former requires good understanding and knowledge on gender and the latter requires good knowledge on DRR and its related issues such as climate change adaptation, environmental protection and natural resource management. UN/ISDR secretariat, in partnership with IUCN, invited a group of specialists and experts to attend a workshop to develop policy guidelines for mainstreaming gender into DRR.

3. Goal
The goal of the meeting was to review, take stock, and define commonalities and differences in mainstreaming gender into DRR, Governance, Climate Change Adaptation and Natural Resource Management, which will feed into development of policy guidelines for the benefit of governments.

4. Objectives
The objectives of the meeting were:

- Review the major concerns, needs, progress and obstacles in promoting and mainstreaming gender perspectives in DRR, climate change adaptation (CCA), and environmental and natural resource management (ENRM).
- Identify the commonalities and differences in promoting and mainstreaming gender perspectives in DRR, CCA and ENRM
- Discuss the possibilities and major elements of policy guidance for addressing gender and common concerns of DRR, CCA and ENRM
- Agree upon roles and responsibilities for the development of integrated policy guidance for mainstreaming gender in DRR, with consideration of CCA and ENRM.
5. Proceedings

Day 1
Meeting opened by Feng-Min Kan, Senior Coordinator for Advocacy and Outreach at the UN/ISDR secretariat, on behalf of secretariat Director Sálvano Briceño. In his prepared message to the participants, Sálvano Briceño underlined

• the aim of the Hyogo Framework for Action (HFA) to build the resilience of nations and communities to disasters by 2015
• UN/ISDR secretariat’s continuous commitment to mainstreaming gender issues into DRR in the HFA’s implementation.

Ms Lorena Aguilar, facilitator of the first-day workshop, reviewed the agenda, followed by introductory remarks on the four presentations of the day.

Presentation 1 Summary: Ms Lucita Lazo, consultant for Asia Pacific Women in Politics (CAPWIP) on Making Governance Gender Responsive in the context of Disaster Management.

Overview of Gender and governance
Gender responsiveness in governance was defined as the equal participation of women and men in decision making, equal opportunities in influencing the management of economic, political and social affairs, and equal access to benefits. There is lack of recognition of women’s contribution to disaster management

Strategies:
• awareness raising on gender issues, especially for policy makers
• advocacy with strategic partners
• capacity building.
• consider the importance of the media, private sector, civil society and state parties in the awareness phase.

Challenges:
• disaster management is not yet fully incorporated and entrenched in the mainstream of governance
• governance needs dialogue between development specialists and humanitarian experts.
• Recommendations:
• continuing advocacy, especially at the local level
• capacity development
• promotion of more participation and partnerships with youth, women and vulnerable groups.

Presentation 2 Summary: Ms Lorena Aguilar, IUCN Senior Adviser on Gender, Environment and Natural Resources Management.

Overview of gender and ENRM
• A gender perspective also means going beyond recognizing gender differences, to working towards more equitable relationships between women and men
• gender sensitive actions in relation to conservation and sustainable resource use have been effective.
• a gender perspective brings innovation and participatory approaches to research.
• gender sensitive policies promote an equitable distribution of the benefits derived from the use and management of biodiversity and avoid reproducing traditional roles.
• IUCN has been promoting gender equality through:
  • internal capacity such as a gender policy
  • a training and gender task force-council
  • generating knowledge by producing methodologies and instruments
  • establishing a learning community on gender through their website
  • providing technical support to elaborate on gender sensitive policies
  • raising awareness by advocating in international fora
  • promoting gender in formal education
  • giving training to the media.

*Progress has been achieved by:*
• making gender specific to a particular topic
• demonstrating that gender “does makes a difference”
• networking with other colleagues.

*Challenges and lessons:*
• the need for political commitment
• responsibility of all the staff in relation to the topic
• the need to provide technical assistance showing “how to do it”
• the need to build partnerships.

**Presentation 3 Summary:** Irene Dankelman, lecturer at the University of Netherlands, Gender in Climate Change Adaptation

*Overview of Gender and CCA:*
• Women often suffer most from CC impacts because of their economic conditions, their vulnerability, their lack of access to resources and services, their low visibility and lack of decision-making power.
• for adaptation strategies to be effective and sustainable, there is a need for women to participate.

*Main concerns:*
• CC magnifies existing inequalities, often mortality among women is greater,
• women are less visible in CC mitigation and adaptation
• women have fewer assets and less opportunity for addressing their problems (e.g. income, education and training).
• There is limited attention for women’s livelihood adaptation strategies and their priorities, that is, women are overlooked as key agents.
• one of the causes of those concerns is the lack of gender-specific adaptation policies and strategies in particular the lack of attention for women’s priorities.

**Presentation 4 Summary:** Madhavi Ariyabandu, ISDR secretariat, Gender in Disaster Risk Reduction

*Overview of Gender and DRR:*
• Gender and DRR are both cross-cutting development issues.
• Disaster impacts and disaster recovery are not gender neutral, and to achieve a success in DRR requires applying gender perspectives to practical and strategic concerns.
• Concerns:
  • the lack of understanding and awareness on gender issues, as gender is commonly equated to ‘women’ only.
  • Currently efforts in mainstreaming gender into disaster-related work are focusing more on disaster/emergency management.
• Learnings
  • women are a resource in DRR
  • Gender sensitive DRR will have substantial positive outcomes such as poverty reduction and skill development
  • gender frameworks are linked to development
  • gender in DRR is not additional but fundamental.

Discussion of gender and DRR:
• Not only was a lack of awareness identified, but also a lack of mechanisms to link different stakeholders in contact
• There is a need to break down broad concepts into practical points for every stage of DRR
• Decision makers do not recognize the lack of women’s participation and the differential impacts of disasters on women. Evidence is needed to present more convincing cases.
• Evaluations and indicators have to measure different impacts on women, and factor in women’s roles in contributing to development
• UN guides on Recovery need to add impacts on women and men.
• It is necessary to move from damage assessments to focus on loss assessment, to give visibility to women
• Learn local views, practices, proposals from men and women and present them to policy makers
• Indicators of participation are needed.
• Advocacy messages need to focus on positives and advantages of being gender inclusive
• It is required to overcome misconceptions of gender, and highlight the positive outcomes of gender mainstreaming and gender equity. One way is to frame the issues within a Human Rights context

Working groups, Day 1 summary
Two group discussions followed the presentations. (For full results of the working groups see Annex I) The group identified that there was a need to address gender in the three areas because of:
• the gap between policy and implementation
• the role of women as a resource
• the differential impact and coping mechanisms
• sustainable development cannot be achieved without addressing gender specific need and contributions
• gender equity will have substantial positive outcomes towards achieving MDG goals
• DRR-CCA and NRM are interlinked.

The main concerns for gender identified in the three areas were:
• gender insensitivity
• the lack of recognition of women’s contribution
• gender commonly viewed as women’s problem, not as a larger socio-economic political issue

Common causes of concerns were:
• the lack of gender specific adaptation policies
• dominance of emergency response over development-based risk reduction
• the gaps in understanding gender issues.

Activities proposed:
• engagement with media, private sector, policy makers and local government and community stakeholders
• tap indigenous and community measures for resilience and build on this
• develop tools for capacity building, and gender resource budgeting and tracking mechanisms.

Day 2
Lorena Aguilar chaired the session. A revised agenda was adopted.
Recap of Day 1: presented by Professor Santosh Kumar

Presentation of draft outline for proposed policy guidelines for mainstreaming gender into DRR with adequate consideration of CCA and ENRM, as a basis for later discussion. (see the policy outline under item 6): presented by Feng Min Kan.

Group exercise:
Participants were requested to conduct a group exercise in order to identify 10 activities within the 5 priorities areas of the HFA to mainstream gender issues. Results of this brainstorming were as follows:
Priority 1: Ensure that DRR is a national Priority
DRR part of development policies and planning; foster political commitment.
Priority 2: Know Risk
Risk assessment; indicators on DRR and vulnerability, data and statistical loss information, Early Warning.
Priority 3: Use knowledge and Education
Research capacity; public awareness and media.
Priority 4: Reduce risk factors
DRR strategies integrated with climate change adaptation; financial risk-sharing mechanisms.
Priority 5: Strengthen disaster preparedness
Dialogue, coordination and information exchange between disaster managers and development; review and exercise preparedness and contingency plans.

Presentations: governments’ needs for implementing mechanisms for policy guidelines:
Government representatives from Africa and Asia presented their experience in Disaster Management and shared their views on how to mainstream gender within their national context. UNDP Mexico was also invited to share their experiences on mainstreaming gender at a local and national level.

Presentation 6: Mandisa Kalako-Williams, Senior Manager, National Disaster Management Centre in South Africa.
South Africa’s strengths are its abundance of research and information being produced, but there is a lack of capacity in advocacy, application and implementation.
The South African situation for DRR in gender work
There is strong gender advocacy in general in South Africa, but DRR is not a ‘limelight’ issue within gender work nationally. In general DRR is a marginal issue anyway.

The South African situation for gender in DRR work
Similarly, gender only appears in the DRR conversation by ‘accident’. There is a significant divide and lack of consultation between the technical or scientific side of DRR, eg construction and engineering on one hand, and community knowledge on the other, as typified by ‘old wives’ tales.’ There is a need to build a national risk hazard profile that is filtered through demographic analysis of disaster impacts on the population, in order to improve risk hazard planning. However, currently South Africa’s only available demographic hazard monitoring comes into play only when counting mortalities and fatalities. This doesn’t take the needs and capacities of living people into account.

The South African situation for DRR in development
The IDP is detached from DRR thinking, local authorities and local disaster managers. The national development plan does not address DRR adequately, mentioning only post-disaster management, and even that only briefly. Ms Kalako-Williams observed that “we are not decreasing risks”, and that monetary cost of disasters are only increasing.

Action needed
There is a need to take relevant sections of the Disaster Management Act of 2002 and use them for advocacy and implementation, and to target the right ministers.

Discussion:
- Given South Africa’s strong ‘critical mass’ of gender advocates, specific reasons for why none of them have ‘stumbled’ across DRR were identified. There is no key DRR advocate reaching the right level of gender advocates. There are no clear ‘champions’ at a ministerial level. In terms of political PR, there is a need for ‘drama’, so attention is too concentrated on the post-disaster period.
- Lorena Aguilar noted that in the field of environmental resource management, that it was a challenge to find gender specialists who were also able to convince technical people by speaking the the language of pure science, rather than social or political science. In promoting gender perspectives in science, energy, and engineering, there is a communication gap.
- It was pointed out that South Africa is strong on technical knowledge, but that the key problem was gaining access to the right people. There was an offer from Lucita Lazo to link with South Africa’s strong gender advocates, through for example, the trade unions, take some immediate follow-up action in this area.

Presentation 7: Professor Santosh Kumar, National Institute of Disaster Management, India, with additional comment from Prema Gopalan, Huairou Commission and GROOTS International

What India has in DRR
A lot of institutional mechanisms sprang up quickly after several major disasters: Gujurat in 1999, and the Orissa Supercyclone in 2001. Prior to this, Disaster Risk Management (DRM) was initially located in the Ministry of Agriculture. The British colonial administration had instituted an approach that was drought-focused, with the focus on preventing starvation and death, the result being that tools and laws were focused on, for example, the farming code. In 2002, DRR moved to the Ministry of Home Affairs, which created the National Disaster Management Authority. The National Institute of Disaster Management was mandated by
parliament. The national policy on Disaster Management is still in draft, but the National Act on DRR has been in force since 2005. Provincial governments have their own Acts, predating the IDNDRR and HFA. DRR has massive budget, US$4 billion, and double that for relief and recovery. Ms Gopalan added that 600 million people live in hazard prone zones, 240 out of 600 districts.

**What India has in Gender**

There is a strong political commitment to bringing women to the forefront of decision making processes. Women have 30% provincial representative seat quota, there is constitutional support for anti-discrimination, and India has very strong gender groups focusing on Health, Education, government, biodiversity and violence. There are also 53 central government departments which have had gender budgeting for the last couple of years. There are gender policy provisions in national and state government, and very strong media and civil society pressure on gender issues. There are success stories in sectoral approaches on gender issues, and very strong civil society and academic activism. The ground is fertile.

**What India doesn’t have**

- There is an absence of DRR linkages with gender advocacy groups. There is also a knowledge gap in terms of gender academics and advocates understanding and contributing to DRR on technical issues. There is no strong gender focal point to develop these DRR linkages.
- India needs policy support for how to put gender into the whole policy framework, in order to influence the design of programmes, and audit/ensure gender mainstreaming within the DRR budget. Tools to assist knowledge are needed – such as a gender based risk assessment, dissemination mechanisms, and minimum acceptable levels. At an operational level, there is a need for indicators for gender sensitive actions, mitigation and advocacy tasks
- There is also real need for more documentaries, films, stories on DRR and gender, for dissemination into public consciousness.
- Ms Gopalan further emphasised that committees are open to change, but want to be told how. “You name it”, they want it, whether they are tools to scale up a media/government campaign, or on risk mapping or mandated roles. They also request documents that allow DRR to be a process not a project.
- Ms Gopalan also noted that in recovery processes, women’s groups are not recognised as having played a role officially but local authorities know it is women who are mobilizing resources and rebuilding livelihoods. However, there have been no studies on this. There is a great need to focus on practices that are driving change, and to look at DRR practices that showcase this.

**Challenges in India for mainstreaming gender into DRR, and mainstreaming DRR:**

- There is always a challenge when faced with the ‘I know everything’ syndrome, to work on changing minds and engaging people in the ‘unlearning’ process.
- The importance of women as disaster risk managers has not been reflected in any of the documents/practices.
- Importantly, nobody is accountable for ensuring gender perspectives within DRR.
- In implementation, local governments have a lack of capacity, even though they are the major interface and implementers of DRR.
- At a political level, good recovery processes are political capital for governments, and bad ones are political death, which is why the political focus is still on recovery. There is a need to brand DRR workers as “life insurance agents”
• Ms Gopalan also emphasised that at the national level, guideline committees are dominated by scientific and technical men, are places where it is very hard even to introduce the word ‘gender’. Disaster management plans that include consideration of men’s and women’s involvement can be taken forward, but there are no resources attached.

The local government and community approach
Ms Gopalan elaborated on the local-level approach in India. The government would like to own the agenda on women’s empowerment and linking to DRR – and it is seen but not adequately done. Disaster Management is very visible at the state and district level, but the bulk of the work goes on at local government and community level. Globally, the focus is too national. There is a need to go local. In India, this approach is working. For local government, the way that DRR is being introduced is through the less jargon-heavy concept of ‘safety’. Water safety, housing safety, sanitation and nutrition safety, which is friendlier than the ‘risk’ angle and ‘risk analysis’, but is basically the same assessment, carried out by health, water and nutrition committees.

Discussion: Regarding accountability and funding, it was noted that the Indian Human Rights Commission has spearheaded an extremely strong campaign on the Right to Information, which has ensured funding accountability and transparency for even the smallest donors. Lorena Aguilar also raised the issue of the importance of bringing gender provisions into Public Private Partnerships

Presentation 8: Xavier Moya, UNDP Mexico, adviser on Disaster Risk Management

Gender sensitivity in UNDP’s DRM programme in Mexico
• The UNDP DRM Programme has been functioning in Mexico since 2002.
• uses both Gender and Indigenous crosscutting approaches, supported by the UNDP country office Gender Unit.
• established 25 micro regional teams (local DRM experts trained by UNDP), with presence in 7 southern Mexican states.
• co-ordinate (since 2005) a multisectoral platform to support a crosscutting gender approach into DRM policies.
• strategic alliance and a common agenda with the Civil Protection National System to mainstream an integrated, gender sensible DRM approach.
• Gender Equity became a priority within the 2006-2012 national Civil Protection Plan
• Multi-stakeholder platforms (NGO, local groups, government officers, academy, experts) carry out “Sector Risk Analysis” and “Sector Advocacy Agendas”, already for rural housing, forestry, coast management.
• Training of Civil Protection National and State officers on concepts and methods of such approach (during 2006 and 2007).
• Together with Civil Protection, UNDP, advocate and sensitize at high level decision makers therefore they commit to apply the DRM & gender approach into their sectoral programmes.

Gender balance indicators:
• Team members (at least one man and one woman for each micro-region), governmental officers, NGO, local communities and co-operative members, have gender basic and ad hoc understanding.
• Risk analysis/assessment, and thus DRM plans, consider women/men gender condition, needs and strategies apart.
• Particular early warning messages for men/women (language, activities, interests, strategies).
• Evacuation, Shelter, Humanitarian Aid, under local control, with women’s participation (different needs, violence, security, rights).
• Post disaster damage and loss assessment, also differentiates by sex -and age- groups.
• Early recovery plans and projects, paying attention to overcome previous and new gender inequities

Key learning:
Ultimately, local government can make the difference. The UNDP DRM programme has an agreement with the national government to design, test and systematize advisory actions with rural municipalities.

Discussion:
• Having women programme officers can make a difference, but in the case of the programme’s specific staff, not only because they are women, but because those particular officers have a development sector background rather than a disaster relief approach.
• It is also very important to find high-level gender-sensitive men.
• In terms of ‘shortcuts’, setting up diploma programmes which are half theory, half practice, are a good way to build capacity for the team members.
• It was pointed out that the programme itself was not expensive, and was sustainable
• ISDR was encouraged to support implementation by ‘accompanying’ countries more closely.
• Participants noted that “we need more than guidelines” in order to replicate this programme.

End of session
Lorena Aguilar closed the meeting, requesting that participants to carefully consider main elements of the policy guidelines and supporting documents to be discussed on Day 3.

Day 3
Madhavi Ariyabandu chaired the proceedings. Due to time constraints the recap of day 2 was skipped. In plenary session, participants reviewed the draft outline of the policy guidelines and inputs were incorporated. (See item 7 below). Afterwards, participants split into two groups to discuss the support documents and roles and responsibilities.

Working group summary, Day 3
The groups presented their results. The following is a list of the main supporting documents that were proposed. Further prioritization is needed. (For the complete matrix of supporting documents and leading institutions, see Annex II):
• Framework of DRR from a gender perspective;
• Linking the MDGs to gender
• Gender and Development Institutional Framework
• Africa Subregional Document (link to regional governance process)
• Statistical Information
• Gender Sensitive Indicators
• Gender based risk assessment
• Documented stories/case studies
• Documented Indigenous Knowledge
The expert group then provided their input on the draft outline. The group agreed on the final outline for the policy guidelines for mainstreaming gender into DRR (Inputs from this discussion were incorporated under Item 6 below).

**Workshop concludes: Final session**
Feng Ming Kan summed up the main achievements of the meeting. She also mentioned some milestones for moving the policy guidelines process forward, starting with the evaluation of the meeting.

Participants expressed satisfaction on the workshop outcomes, and state that the workshop has achieved their expectations. The active level of participation and commitment of all participants was noted.

They also thanked UN/ISDR efforts to place the issue high on the agenda, and IUCN for their collaborative effort in the workshop. Special thanks were given to Lorena Aguilar for her excellent facilitation of the workshop.

Helena Molin-Valdés, UNISDR Deputy-Director, closed the meeting with final remarks.

### 6. Outcomes
In line with the objectives, the workshop achieved the following results:

- Better understanding of concerns, needs, progress and obstacles for promoting and mainstreaming gender perspectives in DRR, CCA and ENRM
- Commonalities and differences identified for promoting and mainstreaming gender perspectives in DRR, CCA and ENRM
- Consensus was reached on an outline for policy guidelines
- Agreement on the preparation of support documents
- Roles and responsibilities for preparation of support documents
- Milestones for next steps

### 7. Content of Policy Guidelines for Mainstreaming Gender into DRR

**A. Policy Outline**
1. Context
2. Policy rationale
3. Goal and objectives
4. Definition of gender mainstreaming
5. Approaches
6. Priority areas for action
7. Monitoring and reporting
8. Implementation mechanisms
Annex I Terminology

Annex II. Chart of HFA with Gender perspective

Supporting Documents
- Gender analysis framework
- GAD and WID
- DRM and DRR
- Checklist for gender-sensitive risk assessment

B. Goal and Objectives
Goal: to build resilience of men and women to disasters for achieving sustainable development
Objectives:
- To increase understanding of gender concerns and needs in DRR
- To develop capacity of governments to address gender issues in DRR
- To encourage governments to take action to integrate gender perspectives in DRR-related policies, legislation and programmes

C. Priorities areas of Action 2008-2015
- Review national policies, strategies and plans on DRR and management, and take actions to integrate gender perspectives
- Foster Political Commitment through bilateral and multilateral engagement
- Promote women’s participation in DRR policy-making process
- Establish gender focal points in national DRR platforms for technical support in gender mainstreaming
- Conduct gender-based vulnerability and risk assessments
- Revising existing gender base indicators
- Enhance women’s understanding of and access to early warning systems
- Conduct DRR capacity building, giving special attention to women
- Integrate DRR into climate change adaptation and environmental protection from gender perspectives at all levels
- Conduct gender-needs analysis and make disaster preparedness and disaster response gender-sensitive and gender-inclusive
- Documenting and disseminating good practices to promote women as agents for change

D. Monitoring and Reporting
- Establish baseline information on men’s and women’s participation in DRR, at least a national level
- Monitor and update the process of promoting gender perspectives at national level
- Request national government reports on the progress made in mainstreaming gender, as requested in the Global Report guidelines

E. Implementing Mechanisms
- National Platforms
- National and local Government
- Ministries/institutions responsible for gender and DRR
- UN country-based gender advisors and DRR advisors
- ISDR regional offices
- Regional Partnership

1 Accordingly with the priorities areas participants agreed upon.
Annex I
Results of working groups: Commonalities, difference in strategies, approaches and areas of activities in promoting and mainstreaming DRR

1. Why do we need to address gender in DRR?

A. Commonalities

- Sustainable development cannot be achieved without addressing gender specific need and contributions
- Gender is an issue of human rights and social justice
- Social impact get emphasized through gender
- Men and women have different skills and knowledge
- Men and women have practical needs and strategic concerns
- There is a gap between policy and implementation which needs to be bridged
- Women not victims but a resource
- In all areas both women and men can reduce impacts
- Women impacted most due to existing gender inequalities
- Role of women as key agents of change
- Gender is a multi-sectoral issue
- DRR-CCA-ENRM are interlinked and some approaches can be integrated
- Gender equity will have substantial positive outcomes towards achieving MDG goals
- No adequate allocation of space on gender parity

B. Differences in strategies/obstacles

- Gender specific losses in the informal sector
- Post disaster relief, response and recovery
- Risk transfer and sharing possible
- Loss to life and property
- Hazard specific impacts
- Differential exposure in differential hazard prone and vulnerable areas

2. What are the main concerns for gender in disaster risk reduction

A. Commonalities

- Gender insensitivity
- Gender commonly equated to women’s issues
- Lack of recognition of women’s contribution
- Address practical need not strategic interest
- Marginalized by being labelled a women’s problem, not as a larger socio-economic political issue
- Gender is led by women, space needed from [missing word? Space needed for men?] to come forward

B. Differences

- Lack of evidence, documented stories on gender strategies and positive outcomes
- Lack of loss assessment makes gender specific losses invisible
- Mutual reinforcement between policy and institutions
- Gender based risk analysis
- Scale up governmental approaches which led to positive gender outcomes

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2 Based on Prof. Santosh summary of day 1, and notes from IUCN colleagues.
• Advocate to allocate financial resources into research in the pre-policy stage
• Role of grassroots in addressing gender concerns
• Communities’ historical perspectives not recognized
• Focus advocacy with women and men policy makers on gender inclusive approach
• Information overload at reinventing concepts
• Global agreements/policies detached from reality

Approaches
• Improve statistical systems
• CC’s impact on livelihoods research on community level implementation and adaptation
• Link national platforms DRR and CCA (as one)
• Addressing gender without labelling
• Psycho-social aspects at all levels
• Human rights approach
• Culture and context sensitive
• Include DRR in local planning, community actions plans
• Not donor led, local ownership needed for DRR
• “Opening of the heart”
• Gender inclusive approach (women and men)
• Emphasize the positive (document stories)
• Regional approaches to link DRR –CCA
• Gender sensitive financing and funding
• Private sector involvement
• Mapping institutional mechanisms on gender/DRR
• Create spaces for women’s participation considering culture
• Indigenous knowledge, way of understanding, working on gender issues
• Dispel myths
• Institutional and individual responsibility and accountability
• Address practical needs and strategic interest
• Link DRR with MDGs, CEDAW, CRC and other treaty obligations of countries
• Interactive approach-top to bottom/bottom to top approach
• Understanding nature and cause of resistance

Activities
• Identify what we have to build upon
• Assessment of the DRR framework to see the gaps
• Develop a framework of interface gender and DRR
• Include monitoring of gender indicators into DRR
• Scale up insurance (risk transfer pooling)
• Including gender at local planning
• Research (holistic)
• NGOs walk local solutions to ownership
• Tools for capacity building
• Marketing or popularizing DRR-CCA
• Better advocacy strategy (evidence plus messages)
• Complete stories (films)
• Engage media and taking advantage of attention
• Loss assessment needed (not only damage assessment)
• Engagement for a: academia, practioners, community, government
### Annex II. Results of Group discussion on proposed supporting documents and distribution of roles and responsibilities

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<thead>
<tr>
<th>Supporting Documents</th>
<th>Available Materials</th>
<th>Institution</th>
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<tbody>
<tr>
<td>For priority 1: DRR a National Priority with a gender sensitive approach</td>
<td>Disaster Management with a gender perspective (UNDP-México)</td>
<td>NIDM, India; UNDP Sri Lanka, University of Hawai and Women Watch</td>
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<tr>
<td>The Framework of DRR from a gender perspective</td>
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<td>South Africa National Platform, Unvoto Ltd</td>
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<td>Linking the MDGs to gender</td>
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<td>Gender and Development</td>
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<td>Institutional Framework</td>
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<td>HFA and MDGs to foster political commitment</td>
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<td>Africa Subregional Document (link to regional governance process)</td>
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<td>For priority 2: Risk Assessment</td>
<td>Risk Assessment</td>
<td>NIDM, India; UNDP Sri Lanka, University of Hawai and Women Watch</td>
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<td>Statistic Information</td>
<td>Prevention-Community Risk Assessment (CRA) Toolkit</td>
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<td>Early Warning</td>
<td>IFRC-Participatory Vulnerability Analysis (PVA)</td>
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<td>Know Risk</td>
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<td>Development of Gender Sensitive Indicators</td>
<td>GIS Mapping –evaluating population</td>
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<td>ECLAC (socio-economic study)</td>
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<td>UNDP Mexico- early warning Indicators</td>
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<td>For Priority 3:</td>
<td>ISDR Good Practices</td>
<td>Unvoto Ltd, Irene Dankelman, ISDR and WEDO, Women Watch, Groots, ISDR, IUCN, UNDP Sri Lanka, University of Hawai</td>
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<td>Public Awareness and Media:</td>
<td>Gender and Disaster</td>
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<td>Develop Research questions</td>
<td>Sourcebook</td>
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<td>Document Indigenous Knowledge</td>
<td>Women’s participation in Disaster, Grassroots practice</td>
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<td>Case Studies</td>
<td>ActionAid-We know what we need</td>
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<td>Key Messages</td>
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<td>Film form TVE Asia on Disaster Reporting Media Kit of ADPC</td>
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<td>For Priority 4-</td>
<td>UNDP Human Report 2007</td>
<td>WEDO/IUCN/GGCA</td>
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<td>Integrate DRR with CCA</td>
<td>IPCC –executive summary</td>
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<td>Document linking DRR-CCA and gender</td>
<td>Fact sheets on gender and CC(IUCN &amp; WEDO)</td>
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<td>IFRC-Pacific Community</td>
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<td>Financial Mechanism</td>
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<td>Gender Budgeting</td>
<td>WEDO documents</td>
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<td>Gender and CC, human settlements (WEDO)</td>
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<td>Financing Mechanisms</td>
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<th>For Priority 5 – Information exchange between disaster managers and development Activity: Peer Exchange, involve National Platforms Preparadness and Contingency Plans</th>
<th>Preparedness and Contingency Plans</th>
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<tr>
<td></td>
<td>IASC Gender Handbook on Humanitarian Aciton</td>
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<td>UNDP film</td>
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<tr>
<td>Checklist on gender in DRR</td>
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<tr>
<td>Guidance on linking to regional resources/institutions online directory on gender and drought-Lessons Learned gender and earthquakes gender and cyclones gender and typhoons coastal flooding</td>
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<td>Training and Capacity Development</td>
<td>IUCN, University of Netherlands, UNDP Mexico</td>
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<td>Establishment networks of regional focal points for ISDR/gender</td>
<td>IUCN, NIMD, University of Hawaii, Unvoto Ltd</td>
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<td>Identify Champions in A. Business B. Media</td>
<td>Unvoto, South Africa NP</td>
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<td>Inter-agency coordination UN, donors support, GGCA</td>
<td>ISDR, IASC, GGCA</td>
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<td>Training for journalist</td>
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<td>Raise awareness through dissemination of articles on gender and DRR with well known magazines such as: National Geographic, Airlines Magazines,</td>
<td>WEDO, University of Netherlands, Unvoto</td>
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<td>Global Innovation for Energy, Training and Development (Get&amp; Development)</td>
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<td>Name and Surname</td>
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<tr>
<td>Ms Lorena Aguilar</td>
<td>IUCN Gender Senior Advisor</td>
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<tr>
<td>Ms Cheryl Lea Anderson</td>
<td>University of Hawaii</td>
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<tr>
<td>Ms Laila Baker</td>
<td>UNFPA</td>
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<tr>
<td>Ms Henia Dakkak</td>
<td>UNFPA</td>
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<tr>
<td>Ms Irene Dankelman</td>
<td>University of Netherlands</td>
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<tr>
<td>Ms Prema Gopalan</td>
<td>Huairou Commission</td>
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<tr>
<td>Ms Rowena Hay</td>
<td>Umvoto Africa (Pty) Ltd</td>
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<tr>
<td>Ms Mandisa Kalako-Williams</td>
<td>Government of South Africa</td>
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<tr>
<td>Ms Lucita Lazo</td>
<td>CAPWIP</td>
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<tr>
<td>Mr Xavier Moya</td>
<td>UNDP-Mexico</td>
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<tr>
<td>Ms Rebecca Pearl</td>
<td>WEDO-New York</td>
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<tr>
<td>Mr Santosh Kumar</td>
<td>Government of India</td>
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<tr>
<td>Mr Man Thapa</td>
<td>UNDP</td>
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<tr>
<td>Mr Emmanuel de Guzman</td>
<td>ISDR Consultant</td>
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<tr>
<td>Ms Paula Zuñiga</td>
<td>IUCN secretariat</td>
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<td>Ms Gabriela Marin</td>
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<tr>
<td>Ms Feng Min Kan</td>
<td>ISDR secretariat</td>
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<td>Ms Madhavi Ariyabandu</td>
<td>ISDR secretariat</td>
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<td>Ms Tze Ming Mok</td>
<td>ISDR secretariat</td>
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<tr>
<td>Ms Ana Cristina Thorlund</td>
<td>ISDR secretariat</td>
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Participants

Lorena Aguilar Revelo, IUCN Senior Adviser – Gender
Born in San José, Costa Rica. Master’s degree in Anthropology with a major in Cultural Ecology. Her efforts towards a sustainable and equitable human development include more than two decades of practical experience in projects involving public policy development and design and eight years in the incorporation of social and gender issues into the use and conservation of natural resources. Ms. Aguilar has provided technical assistance to international organizations, governments and universities in areas such as water, environmental health, gender and community participation. Through her projects and initiatives it has been possible to conform a wide network of specialists that provide technical assistance to more than 150 projects. She presently is the Senior Adviser - Gender of the World Conservation Union. It should be pointed out that this is the first time in the history of the World Conservation Union, that a Latin American woman has been appointed to such an important global position.

Cheryl L. Anderson, PhD, a certified planner (AICP), is the Director of the Hazards, Climate, and Environment Program, University of Hawai‘i Social Science Research Institute and affiliate graduate faculty with the Department of Urban & Regional Planning. For the last sixteen years, she has conducted research and planning projects in the areas of climate and disaster risk management in the Pacific Islands region and in Southeast Asia, with attention to gender issues and traditional ecological knowledge aspects of risk reduction. In August 2004, Dr. Anderson co-convened the Gender Equality and Disaster Risk Reduction Workshop in Honolulu and helped to produce the Honolulu Call to Action presented at the World Conference on Disaster Reduction and is currently organizing a Pacific Regional Meeting in February 2008 on linking disaster risk reduction, climate change adaptation, traditional knowledge, and gender with UNDP and AusAID. She currently serves on the executive board of the Pacific Risk Management ‘Ohana (Navigator/Executive Board Member and Co-Chair of the Risk Assessment and Post-Disaster Evaluation Working Group), the Hawai‘i State Hazard Mitigation Forum, the Hawai‘i State Earthquake Advisory Committee, and the Pacific Climate Information System (Research and Assessment Working Group Chair).

Laila Baker, Has been working in reproductive health and gender issues primarily in the Arab World region since 1992. She has worked with UNDP in the West Bank on rural development and integration of empowerment of women project within a development context. Having served as the Regional Gender Advisor for International Planned Parenthood Federation’s Arab World Regional Office (IPPF/AWRO) from 1996-1998 she was exposed to a number of different settings that combined emergency and development components. Since 1999, she has been working with UNFPA’s Country Office in the occupied Palestinian territory as the Assistant Representative in Jerusalem and more recently as the Humanitarian Liaison Specialist in Geneva. She holds a Master’s degree in Public Health Policy for Family Health from Cardiff University in the UK.

Irene Dankelman, University lecturer and consultant
She has a background as an ecologist, and currently is a board member of several environmental NGOs. For almost 30 years she has been active as a professional working in the area of environment and sustainable development, working with national and international NGOs, government agencies, academia and the UN (UNIFEM, UNEP). She acted as co-chair of the Netherlands Johannesburg Platform (WSSD).

Prema Gopalan is currently the Executive Director of SSP - Swayam Shikshan Prayog a
learning and development organization that partners with community led women's network of 60,000 + members and local governments /Panchayats on a disaster to development approach across ten districts affected by mass scale earthquakes in Maharashtra (1993), Gujarat (2001) and tsunami in Tamil Nadu (2004).

Prema also leads the Global Program on Community Resilience of the GROOTS International and is the 2007 recipient of the Mary Fran Myers Award for Gender & Disaster Reduction in recognition of work to transform the chaos of disasters into opportunities for grassroots women to lead and restore their communities. In 2005 – she was nominated to the Advisory Panel of IED Independent Evaluation Division of the World Bank to provide recommendations from evaluation findings of disaster response projects for last twenty years of Bank lending. In 2005 – she co authored the SEEDS pamphlet on Women's Participation in Disaster Relief and Recovery with detailed case studies from three earthquake-stricken areas in India and Turkey.

Emmanuel De Guzman, Manny is a disaster risk manager, public health specialist, and economist with 22 years of professional work experience in government and civil society, 14 years of which have been devoted to disaster risk reduction and humanitarian action at national and international levels. He had worked in the Philippine Government for 12 years and had held the posts of director for health emergency management and deputy administrator of the Office of Civil Defense and the National Disaster Coordinating Council. He has worked also with local and international NGOs, particularly in capacity development and collaborative partnership building in emergency management, public health and safety, and disaster risk reduction.

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 an 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.

Mandisa Kalako-Williams, Senior Manager, National Disaster Management Centre in South Africa. Mandisa has worked in South Africa and abroad on numerous community development, health and Disaster Management assignments. Most of her work was with the Red Cross in Lesotho, South Africa and in most of the neighbouring states. Areas of speciality were Communications and Disaster Relief Logistics; Was part of the SADC Region’s Network of AIDS Service Organisations since the late 1980’s. Worked for nine years for railways company Spoornet, as a Senior Manager in Corporate Affairs – focusing on Corporate Social Investment – employee AIDS campaigns, worked closely with communities involved in HIV/AIDS work and Home Care; Rail Safety campaigns in vulnerable communities.
**Santosh Kumar**, National Institute of Disaster Management, India
Ph.D. in Economics, is currently working with NIDM as Professor, Policy, Planning and Community issues since December 2003. Since then, his major contributions are preparation of the vision document for the Institute, National HR Plan, training modules and national strategies, framework and policy on disaster management. He has many research studies and publications to his credit. Prior to this, Prof. Kumar was working with the World Bank as a Disaster Management Specialist in its South Asia Energy and Infrastructure Group. During his tenure, he was instrumental in the development of policy, framework and strategies for interventions for disaster prevention and mitigation in various states. His key professional areas of work are policy & planning (including D.M plans for the state, district and community level), hazard risk mitigation framework and strategies, risk financing and insurance, human resource development, training and capacity building, gender and development, earthquake reconstruction, drought management and institutional development.

**Lucita S. Lazo** consultant for the Asia Pacific Women in Politics (CAPWIP) Institute for Gender, Governance & Leadership, and Course Co-director, Making Governance Gender Responsive (MGGR) Course of CAPWIP and International Consultant, UNICEF, UNDP, ILO. She was the former Regional Programme Director of the United Nations Fund for Women (UNIFEM) East-Southeast Asia Regional Office in Thailand, and has worked on oversight programs on the feminization of poverty, eliminating violence against women, gender and HIV/AIDS and gender and governance in the East and Southeast Asia region. She was an Undersecretary at the Department of Labor and Employment (DOLE) and has worked on the oversight of programs for workers’ protection and welfare promotion with special emphasis on rural workers, women workers, returning migrant workers and workers in the informal sector. She was also a former Director General of the Technical Education and Skills Development Authority (TESDA). She has a background as a psychologist.

**Xavier Moya**, UNDP, adviser on Disaster Risk Management
Agronomist in Rural Development; MSC in Regional Development Planning and gender studies. Wageningen University, Netherlands. Xavier has worked on projects about indigenous peoples’ development and education, gender (especially with men) in the Mexican NGO EDUCE A.C (1987-1997). He also worked as consultant in the rural and Governmental Planning in Southern Mexico with a special focus on mainstream sustainable development, social participation and integrated risk management into public policies. Since 2002 he coordinates an UNDP programme in Local Risk Management in Southern Mexico.

**Rebecca Pearl**, Sustainable Development Program Coordinator at WEDO Women's Environment and Development Organization.
Prior to joining WEDO she helped launch the Program on Economic and Social Rights at the Andean office of UNIFEM in Ecuador, and has also consulted with IUCN, Commonwealth Secretariat, and UNDP. Rebecca leads WEDO's work on climate change, which primarily focuses on advocacy in developing countries related to NAPAs, and manages WEDO's participation in the Global Gender and Climate Alliance. Rebecca's academic background is in environmental science and sustainable international development.

**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.

**Gabriela Mata,** Project Officer at the Office of the Senior Gender Adviser of IUCN. Master of Science in Development Studies. Experiences in research on topics such as poverty reduction, national development strategies and corruption.

**Paula Zúñiga Díaz,** Technical Assistant at the office of the Senior Gender Adviser of IUCN. Content manager of the Gender and Environment website of IUCN, [www.genderandenvironment.org](http://www.genderandenvironment.org)

Has been working in gender and environment for 4 years as assistant researcher, editor and translator.

**Madhavi Malalgoda Ariyabandu,** ISDR Secretariat as Programme Officer - South Asia in May 2007. She brings in a rich combination of experiences in programme management and planning, research, writing, training, networking, community interactions, and partnership building. Over the last ten years of her career she was engaged in disaster risk reduction in different professional capacities, and has extensive field level experience. She served as the Programme Manager of the Disaster Mitigation Programme at Practical Action (formerly ITDG South Asia) for over five years, led the Reducing Vulnerability Programme team and was the coordinator of the South Asia network for disaster mitigation ‘Duryog Nivaran’. She worked for the government of Sri Lanka as a Research and Training Officer at the Agrarian Research and Training Institute, Colombo, from 1982- 1992. Prior to joining ISDR, she served as National Gender Advisor and Project Manager for Micro Enterprise Recovery in the Tsunami Recovery Team, UNDP Sri Lanka during 2005-06. She has authored and co-authored a number of publications on varying aspects of disasters and the most recent being ‘Gender Dimension in Disaster Management; a Guide for South Asia’, which is translated into four South Asian languages; Hindi, Urdu, Tamil and Sinhala, from the original English edition. Madhavi is the 2004 recipient of the Mary Fran Myers Award. Madhavi, a national of Sri Lanka is married with two children. She holds a MSc. in Agriculture Economics from the School of Development Studies, University of East Anglia, UK, and a MSc. in Agronomy from the Peoples Friendship University, Moscow, USSR. She speaks English and Russian, and has a fair knowledge of Hindi. Her other interests include research and writing with special focus on political economy of development.

**Feng Min Kan** is currently Senior Coordinator for the Advocacy and Outreach Coordination Unit within the ISDR secretariat in Geneva since September 2005. Prior to the current post in Geneva, she was the Senior Regional Officer for Africa of the ISDR secretariat since August 2002. She set up the ISDR Africa office in Nairobi, Kenya, in October 2002. Feng Min has worked for many international organizations in different capacities, but with progressive responsibilities for programme management within the UN system, including OCHA, UNOPS, UNDP, UNCHR and IOM. She has accumulated rich working experience in programme planning, management, monitoring, evaluation; fund-raising, and liaison with
donors, UN agencies, Governments and NGOs. Before Feng Min joined the ISDR secretariat she represented OCHA as the first Regional Disaster Response Advisor in Asia based in Kobe, Japan, where she set up the OCHA’s regional office and advanced OCHA’s partnership and networks with national governments, regional organizations and Asian NGOs in Asia. Before joining the UN, Feng Min worked in the Government of China, and she holds a PhD in social science and education from the University of Utrecht in the Netherlands, with a master degree in women and development studies, and additional studies on international law, social justice and human rights. She speaks Chinese and English, with good knowledge of French.

**Ana Cristina Angulo Thorlund** ISDR Associate Programme Officer. A national of Costa Rica, with a background as a biologist, Ana Cristina is MSc from the Université de Genève, and has further taken advanced courses in immunology at the Swiss Institute for Experimental Research in Lausanne. She also made a postgraduate course in Management Geological Risk, which programme she followed at the Université de Genève. Ana Cristina has broad experience working with international organizations, such as the WHO. She also collaborated in conference organization and reporting for the Palliative Cancer Project in Africa at WHO/Programme on Cancer Control. She has also provided ad-honorem services to the Permanent Mission of Costa Rica in Geneva, as member of delegation for meetings in Geneva and Paris and reporting activities to the Foreign Affairs Ministry.