

Analysis of gender mainstreaming in capacity development for disaster risk reduction

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Abstract:

Using Swedish Civil Contingency Agency (MSB) as a case study, this paper reviews the implementation of gender mainstreaming across seven DRR capacity development projects implemented between 2007-2017. Documentation and semi-structured interviews with the project managers responsible for the projects were used as main data sources. The overall finding of the study showed that gender was mainstreamed throughout the projects in a sporadic and inconsistent manner. Gender mainstreaming was predominantly driven externally from MSB's side to reflect gender-sensitivity, rather than as a planned and monitored effort to strengthen capacities of the targeted individuals and organisations working with DRR. Key weaknesses were identified in terms low female participation, as well as inadequate attention to analysing gender capacity needs and lack of gender-sensitive monitoring and evaluation. The study shows gender awareness trainings were mainly carried out either as stand-alone or integrated activities, and these resulted in increased awareness and knowledge of gender and DRR issues at the individual level. Gender capacities at organisational and institutional level remained neglected overall. The main challenges to gender mainstreaming identified by the project managers include, limited support from partner organisations; resource constraints; attitudes of project managers; and the absence of standardised gender sensitive M&E framework.

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ACRONYMS

CADRI	Capacity for Disaster Reduction Initiative
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
DRR	Disaster Risk Reduction
GDN	Gender and Disaster Network
MSB	Myndigheten för Samhällsskydd och Beredskap
NAPA	National Adaptation Programme of Action
UN	United Nations
UNDP	United Nations Development Programme
UNISDR	United Nations International Strategy for Disaster Reduction
WFP	World Food Programme
CD	Capacity Development

1. Introduction

This introductory chapter outlines the research problem, research purpose, and the questions guiding the study. The scope and structure of the paper is outlined.

1.1 Research Problem

Disasters do not impact men, women, girls and boys in the same way. Studies have shown that in most contexts, pre-existing gender inequalities contributes to heightened vulnerability for women and girls, and they often suffer disproportionate impacts such as increased loss of livelihoods, displacement, gender-based violence, and even loss of life in the aftermath of disasters (see Fothergill, 1996; Morrow & Phillips, 1999; Fordham, 2000; Enarson, 2000; Enarson & Chakrabarti, 2009, Bradshaw & Fordham, 2015). Ariyabandu and Wickramasinghe (2003) identifies several factors which put women and girls at more risk, including limitations on women's mobility, segregation, limited access to early warning, domestic violence and sexual abuse, childbirth and pregnancy, higher illiteracy, socially assigned roles of caring for elderly and children. Enarson (2000), Ariyabandu and Wickramasinghe (2003) and Khatun (2003) adds that although women are at greater risk than men in most disaster situations, they also have important knowledge and skills to support preparing for, responding to and recovering from disasters. However, women are often stereotyped as weak and passive victims in need of rescue, while men are seen as strong and heroic (Ariyabandu & Wickramasinghe, 2003). Such prevailing gender stereotypes not only result in the strengths and capabilities of women to be ignored in policy decisions and in all formal arrangements to reduce disaster risks, but hides the vulnerabilities of men and boys while overemphasising women's vulnerability (ibid).

Given the well documented differences in the impacts of disasters felt across gender lines, calls for mainstreaming gender in all areas of disaster risk reduction (DRR) has emerged as a foundational theme within the highest level of global policy making. For instance, Sendai Framework on DRR 2015-2030, the global roadmap for reducing losses caused by floods, earthquakes, hurricanes and the impacts of climate change, calls for gender, age, disability and cultural perspective in all DRR policies and practice, and recognises women and their participation as critical to effectively managing disaster risks (UNISDR, 2015). The Hyogo Framework for Action HFA (2005-2015) that existed before Sendai agreement, also recognised

the importance of taking into account the gendered differences and cultural diversity when designing risk reduction policies and interventions, specifically relating to risk assessment, early warning, information management, education and training (UNISDR, 2005). However, Gender and Disaster Network argues, this rhetorical commitment to mainstream gender in the risk reduction efforts has not been translated into systematic action and results (UNISDR, 2009).

Currently several initiatives to strengthen local, national, and regional capacities for disaster risk reduction (DRR) is being carried out around the world (Few, Scott, Wooster, Avila & Tarazona, 2016). Capacity development is today regarded as one of the most effective strategies to reduce disaster losses and strengthen societal resilience (Hagelsteen & Burke, 2016). However, the issue of mainstreaming gender in capacity development efforts remains neglected to this date within the published academic literature on the topic (Few et., 2016). This is especially worrying when considering the well-established linkages between gender inequalities and disaster risks.

The Swedish Civil Contingencies Agency (MSB)¹ is a governmental agency that has been engaging as an external partner² to strengthen capacities of various actors responsible for DRR in low and middle-income countries vulnerable to disasters. Gender, alongside environment, are prioritised as cross-cutting issues within all its international operations on humanitarian response and development cooperation on DRR (MSB, 2012). However, to this date there has not been a systematic examination of the nature and extent to which the agency has successfully mainstreamed gender in their international capacity development projects on DRR.

1.2 Research Purpose

Against this background, the purpose of this study is to contribute towards narrowing the current knowledge gap on the implementation of gender mainstreaming at the operational level of DRR capacity development projects, and identify key challenges hindering the process. For feasibility, a case study approach is adopted focusing on MSB and the capacity development for DRR projects implemented in the last 10 years. Therefore, findings of the study can also be

¹ Referred to as Myndigheten för samhällsskydd och beredskap in Swedish

² The organisation attempting to support the development of the capacity of another organisation is external partner, while the organisation attempting to develop its own capacity is referred to as internal partner (Hagelsteen & Becker, 2013)

relevant for MSB and similar external partners engaging in DRR capacity development projects.

1.3. Research Question

To achieve the aforementioned purpose, the study answers the following overall research question:

How has MSB mainstreamed gender in their DRR capacity development projects implemented during the period of 2007-2017?

To operationalise the research, three sub questions were identified:

- Sub-question 1: To what extent gender has been mainstreamed within project management?
- Sub question 2: What gender and DRR related capacity development activities have been implemented, and what capacities, if any have been developed?
- Sub question 3: What are the key challenges experienced by the project managers to mainstream gender?

1.4. Scope of the Study

This study is limited to the experience of a single organisation, MSB. The reasons for doing a single case study and selecting MSB is addressed in the methodology chapter. The analysis includes seven DRR projects implemented by the MSB as an external partner within the last 10 years (2007-2017). The scope of gender mainstreaming review covers project management approaches, the project activities and capacities developed. Perspectives from the internal partner organisations, whose capacities were developed, are not included in this study.

1.5 Thesis outline

Chapter 1 outlines the research problem, purpose and specific aims, questions, the scope of study.

Chapter 2 describes the conceptual foundations underpinning the study.

Chapter 3 describes the research methodology used.

Chapter 4 is dedicated to presentation of the key findings.

Chapter 5 discusses the findings in the broader context of concepts and existing literature.

Chapter 6 ends with the conclusion

Chapter 7 provides list of references

2. Conceptual background

This chapter outlines the key concepts and literature underpinning this study.

2.1 Women in Development (WID) and Gender and Development (GAD)

Gender inequalities is both a human rights and economic concern that has pervasive social and economic consequences for communities and nations. By the latter half of 20th century, it had become increasingly clear that women remain marginalised in poverty reduction and development programs, leading to calls for greater attention to women and gender relations. The 1970s saw a boom in donor funded programs on education, health, employment, and cash transfers to improve conditions of women who are subordinated and excluded. This period is identified as Women in Development (WID) (Razavi & Miller, 1995). Women's desks or units were created within aid and development organisations to implement these initiatives. However, by 1980s it was clear that WID approaches had failed to adequately to reduce number of women in poverty and guarantee their social, economic, and political rights. Razavi and Miller (1995) notes that the new paradigm of gender and development (GAD) that replaced WID, called for a focus on gender relations, not women, to understand and challenge power imbalances that result in women's subordination and marginalisation in the first place (Reeves & Baden, 2000). Gender is defined as:

“[H]ow a person's biology is culturally valued and interpreted into locally accepted ideas of what it is to be a woman or man. ‘Gender’ and the hierarchical power relations between women and men based on this are socially constructed, and not derived directly from biology. Gender identities and associated expectations of roles and responsibilities are therefore changeable between and within cultures. Gendered power relations permeate social institutions so that gender is never absent.” (Reeves and Baden, 2000, p.30)

GAD proponents argue women's status and material conditions in a community is determined by political, economic, and ideological forces (Razavi & Miller, 1995). GAD approaches seek to understand and challenge women's oppression in relation the patriarchy that permeates public and private spheres, and focus on issues such as women's practical and strategic needs, global inequalities, and sexual division of labour (Moser, 2012). One of the most central

components of the GAD paradigm, also relevant to the context of this study, relates to the abandonment of the assumption that organisations are gender-neutral sites. Reeves and Baden (2000, p.12) states, *“the need was identified for broader institutional change if pervasive male advantage was to be challenged”*. The ambition to unmask the male-biases within organisations led to the emergence of gender mainstreaming concept (Rowlands, 1998).

2.2 Gender Mainstreaming

Gender mainstreaming represents *“an organisational strategy to bring a gender perspective to all aspects of an institution’s policy and activities, through building gender capacity and accountability”* (Reeves & Baden, p.12). Walby (2005) points out gender mainstreaming is a form of gendered political and policy practice, which seeks to make gendered nature of assumptions, processes, and outcomes visible in order to improve the effectiveness of mainline policies. It goes beyond increasing number of women participating in activities, to proactively bring the experience, perspectives, knowledge and interests of men and women to transform policies and programs to be more contextually relevant and effective. It is not the same as adding a ‘woman’s component’ or even ‘gender equality’ to existing development agenda (International Labour Organisation ILO, 2002). In its broadest sense, mainstreaming gender or a gender perspective signifies a shift away from the *‘business as usual’* approach (Verma, 2014), and taking the questions of gender as integral dimension of development within all sectors, areas of activity, and the organisational planning process (Reeves & Baden, 2000).

The most commonly used definition of gender mainstreaming is:

“The process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated.” (ECOSOC, 1997, p.2)

Strategies on how to implement gender mainstreaming remains a contested domain conceptually and in practice. After reviewing the work of international development organisations, Jahan (1995) points out gender is mainstreamed in two ways: integrationist and

agenda-setting. Integrationist measures include making gender an integral dimension of planning and implementation of existing development policies and projects, supporting research, training, or development of operational tools. However, this approach shies away from bringing legal and institutional reforms to remove barriers affecting women's equal participation, and does not challenge the mainstream macro-policies that exacerbate inequalities between classes and nations (ibid., p. 828). On the other hand, agenda-setting approaches relate to transformation of the existing development policy paradigms, decision-making processes, and prioritizing gender equality in the objectives and positioning gender issues amidst competing mandates. It accords significant importance to interventions targeted to empower women and their leadership in re-orienting the mainstream itself.

2.3 DDR Capacity Development

Capacity development for DRR is today recognised as one of the most effective tools for reducing disaster losses and strengthening societal resilience (Hagelsteen & Becker, 2013). Few et al., (2016, p.154) argues, reduction of disaster risks requires vulnerable communities and nations to make a shift towards proactive planning and management of risks, and this means that the actors at different levels need to strengthen their capability to do this job. Capacity development for DRR is defined as:

“[a] locally driven change process through which individuals, organisations and institutions obtain, strengthen, maintain and adapt their capacities to set and achieve their own development objectives over time and learn from their efforts.” (ibid., p.44).

This implies it is a long-term and holistic process of change that must be locally initiated. Hagelsteen and Burke (2016), Few et al., (2016) and CADRI (2011) emphasises the importance of engaging partners, creating local ownership, and planning comprehensively. This includes assessment the targeted partner's existing needs, targeting mix of technical and functional capacities, and adequate monitoring and evaluation of the changes.

2.4 Mainstreaming Gender in DDR Capacity Development – Making the Case

Before making the case for engendering capacity development, it must be noted no academic papers or grey literature specifically on the topic of gender in DRR capacity development was

found. This gap can be partly explained by the fact capacity development for DRR itself remains an emerging practice with limited academic research (Hagelsteen & Burke, 2016). Nonetheless, the lack of attention to gender is particularly concerning, given that gender remains one of the critical lines across which disaster impacts, vulnerabilities and capacities differ (Few et al., 2016).

While some publications have referred to the importance of mainstreaming gender perspective when strengthening capacities for reducing disaster risks (see CADRI, 2011; IFRC, 2015; Few et al., 2016; & Hagelsteen & Burke, 2016) it does not discuss why it is important. Only Few et al., (2016) makes a clear argument: to target vulnerability. After examining several local and national capacity development projects, the study concludes vulnerable locations are often targeted for capacity development interventions, and there has been little differential social targeting of specific vulnerable groups existing within the selected sites. Therefore, the authors (ibid., p. 159): posit: *“It does raise the need to check whether direct capacity development gains are limited to specific social groups (without adequate representation of more marginalized sections of the community).”*

Studies have shown that that management of disasters is still governed by highly male-dominated organisations influenced by patriarchal structures, which are resistant and dismissive of gender concerns in reducing risks and responding to disasters (Fordham & Meyreles, 2013). According to gender experts on DRR, one of the effective ways to challenge the gender blindness and male-bias is associated to systematic development of individual and institutional capacities of wide range of actors working with DRR at local, national, and even regional levels (UNISDR, 2009). As the capacity development projects target wide range of stakeholders including government and non-governmental actors working across different thematic areas and sectors at multiple levels to reduce disaster losses, it offers an opportunity for bringing gender issues to the centre of their policies, structures, strategies, and service delivery.

Targeting vulnerabilities and capacities relates to the efficiency argument underpinning gender mainstreaming as a whole. For any development intervention to be effective and contextually relevant, it must acknowledge and respond to the different conditions, priorities, needs, and concerns of men and especially women. As gender equality is also a human rights issue, ensuring gendered stereotypes and disparities are not perpetuated and preferably undone, is also a matter of moral obligation.

2.5 Implementing Gender Mainstreaming

Despite the importance given to gender even within DRR capacity development, only a handful of studies have reviewed implementation of it. Few et al., (2016) concluded the idea of gender dimensions is mainly reduced to ensuring female participation and gender awareness trainings. They argue: *“Although it is important to have these type of activities, it did not automatically mean that the project addressed the issues of power relations over access and control of resources, or leadership in decision-making processes.”* (ibid., p. 159). Another publication from the same researchers also showed that while project managers were aware of the importance of gender, it did not always extend to incorporating gender related indicators into the M&E system, including sex-disaggregated reporting (Scott, Wooster, Few, Thomson & Tarazona, 2016). One study that evaluated the capacity development efforts of MSB, noted that *“crosscutting issues such as gender and environment were often mentioned but in isolation from the context and later on in the activities”* (Hagelsteen & Burke, 2016, p. 47).

Outside of DRR capacity development, evaluations of gender mainstreaming have also shown huge disparities exist between the policy commitments and implementation (Hannan, 2003; Moser & Moser 2005). These reviews have found serious operational shortcomings, for example the absence of gender analysis, the first step to effective mainstreaming (Moser and Moser, 2005). Waal (2006) further adds, even when gender mainstreaming is evaluated, this is done so in terms of efforts or implementation, rather than the results achieved. Rao and Keheller (2005) argue in most cases gender mainstreaming is being reduced to disjointed and disconnected activities. Jahan (1995, p.827) states:

“The crux of the issue was power and resources. For many within agencies and governments, empowering women meant giving up male power and privilege. Investment in women implied either reallocating existing resources or finding additional sources of revenue.”

While gender mainstreaming implies it is a responsibility for all, Mehra & Gupta (2006) points most staff do not assume responsibility for mainstreaming. The same paper also questions quick-fix solutions such as gender sensitivity trainings. In the context of donor-recipient development, Razavi & Miller (1995) argues the work to mainstream gender is harder when a country has not committed and bought into the process. Kelkar (2005, p.469) adds, there is less

likelihood for bringing gender improvements through demand driven action, as men are largely in power and they control decision-making. Despite the heavy criticisms and widespread disillusionment towards mainstreaming as a strategy, Mehra & Gupta (2006) argue it is too soon to discourage it.

“[T]hese conclusions may be hasty and the disillusionment premature. As this report shows, gender mainstreaming has not been pursued fully or systematically enough to support definitive conclusions about its success or failure.” (Mehra & Gupta, 2006, p.6)

2.6 How to Mainstream Gender in DRR Capacity Development

Specifically, in relation to DRR capacity development, only one study provides guidance on how gender can be effectively mainstreamed. In a report developed for IFRC to support improvement of local and national capacity development programs, Few, Scott, Wooster, Avila, Tarazona and Thomson (2015, p.19) provides policy and program level recommendations. See table 1.

Table 1 Recommendations of mainstreaming gender (Adapted from Few et al.,2015)

Policy Level	Program Level
Donors should, as in other development activities, require the inclusion of gender-sensitive and comprehensive approaches to capacity building for DRM and promote uptake of clear guidelines and tools for programmes on how to create gender-sensitive programming that moves beyond quotas for female participation.	Include a gender analysis in the early stages of designing capacity development interventions, and to hire a gender specialist to both train the implementation team and identify opportunities for enhanced gender awareness.

While these recommendations are important, it is not a comprehensive list. Even the existing project management frameworks guiding DRR capacity development are not visibly gendered (see CADRI 2011; Becker & Abrahamson, 2012; Tiwari, 2015; Ginige, Amaratunga, & Haigh, 2010). In applying the concept of gender mainstreaming, this study abandons the assumption DRR capacity development is a gender-neutral process. Thus, every aspect of capacity development process must take gender as an integral dimension. It is not simply about adding women to the existing activities, but also prioritising the objective of gender equality through mainstreaming gender into capacity assessment, design and implementation of the activities,

and the M&E processes. When gender is successfully mainstreamed, capacity development interventions should enable targeted actors to obtain capacities necessary to promote gender equality within their organisations, as well as the DRR policies, strategies, and services targeted to wider populations that they serve. They are called gender capacities, which is defined by the UN Women (2016, p.14) as, *“the necessary skills, behaviours, networks and institutions that enable communities and organizations to effectively implement commitments towards gender equality and women’s empowerment.”* These gender capacities exist and can be developed at different levels (i.e. individual, organisational, and institutional). See figure 1.

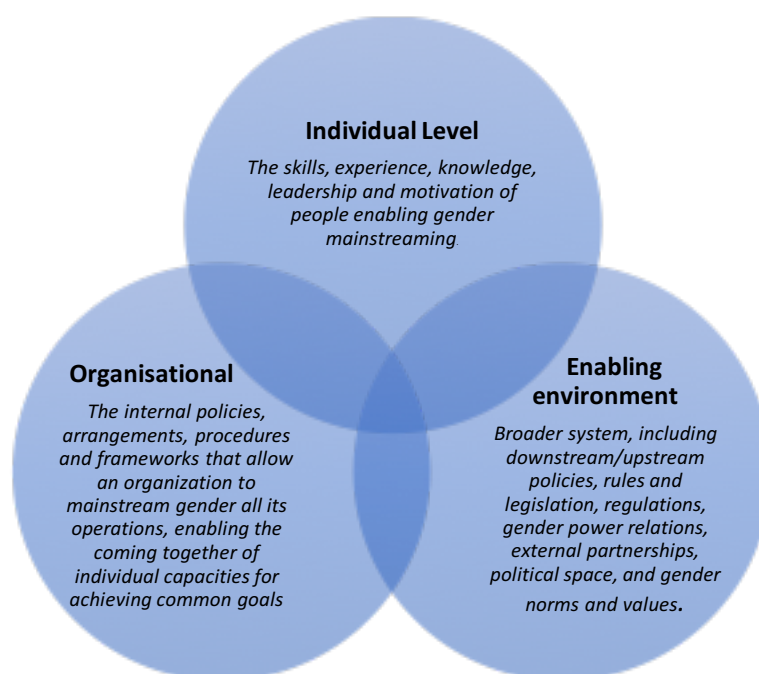


Figure 1 Levels of capacity and gender adapted from UN Women (2016)

In the broader context of gender and capacity development, Christoplos, Engstrand, & Hedqvist (2014) adds that capacity development that translates to institutional changes to challenge patriarchal structures and stimulate structural changes simply cannot be achieved only through gender awareness trainings. A sentiment echoed by gender scholars as well (Mehra & Gupta, 2006).

“Even gender literature that does not ostensibly deal with capacity development per se sometimes concludes that the solutions lie in organisational development, e.g., leadership, accountability and incentives, and procedures and practices (Christoplos, Engstrand, & Hedqvist, 2014, p.41)

2.7 MSB and Gender

MSB defines gender, along with environment as cross-cutting issues that must be mainstreamed into all its international operations. It recognises that a comprehensive approach to gender equality and diversity will improve the quality and efficiency of all operations in all given contexts (MSB, 2012). MSB's approach to gender in international operations are governed not only under its own internal policies, but also in accordance with Swedish national policies on humanitarian aid and development and related global agreements. The UN resolutions on Women, Peace and Security from 2000 and 2008, referred to as Resolution 1325 and 1820 respectively, are noted as significant instruments. These resolutions reiterate the importance of protecting women and girls in a crises situation and emphasise their role in the conflict resolution process. The organisational objective of mainstreaming gender is to live up to all aspects of Resolution 1325, by considering following objectives:

- *At all times take women's, men's, girls' and boys' different needs into consideration*
- *Increase women's and girls' participation*
- *Increase the number of women on missions and in decision-making positions* (MSB, 2009, p.8)

MSB has also published a *Gender Equality Handbook*, which provides practical advice to field personnel on how to apply a gender perspective in humanitarian assistance. Additionally, the *Field Staff Handbook* provides instructions towards demonstrating gender awareness in the field. In 2011, the authority also introduced a guideline for mainstreaming gender and diversity into operations. This guideline specifies minimum requirements for integrating gender within the operations, as well additional requirements for long term projects that have greater significance in contributing towards gender equality and diversity. It is noted that every year a few larger projects are internally selected for a more thorough gender equality and diversity mainstreaming effort.

Last year, MSB's coordination and operations department responsible for international capacity development projects, introduced a gender marker system. This gender and diversity marker system, helps to rank projects, from low, medium to high, in terms of the potential to make a significant impact towards gender equality and reducing vulnerability of at-risk groups. In order to have special competence for mainstreaming gender equality and diversity in

operations, full time gender advisors are present at the headquarters, and stand-by gender field advisors (GFAs) are included amongst the roster staff, who can be deployed to work with gender issues on international missions.

There are currently no existing documents guiding gender mainstreaming specifically within capacity development efforts, although at the time of writing this paper, the authority had commissioned a study aimed to improve knowledge on mainstreaming cross cutting issues (gender and environment) in their capacity development efforts³.

³ The gender expert responsible for the study on gender mainstreaming in capacity development efforts, contacted the author of this thesis for an informal briefing on the findings of this study

3. METHODOLOGY

This chapter presents the research methodology.

3.1 Research design and philosophy

This thesis is operationalised through a qualitative case study approach. Benbasat et al. (1987, p.370) provides three reasons for using a case study;

1. *To study the phenomenon in its natural setting;*
2. *If the researcher wants to ask "how" and "why" questions to understand the nature and complexity of the processes taking place; and*
3. *If the research is being conducted in an area where few, if any, previous studies have been undertaken.*

For this research, the main phenomenon under investigation is the key shortcomings and challenges in gender mainstreaming in DRR capacity development. Given that almost no studies have been conducted in this area of gender and DRR capacity development, a case study approach was deemed appropriate to do conduct an explorative research to develop a better understanding of the process. In addition, a case study approach was deemed appropriate since multiple data collection methods have been used including, interviews and documentation analysis to establish the validity of the findings (Yin, 1984). Since any good case study must have clear boundaries (Yin, 1984), this study is narrowed down through focusing on a single organisation - Swedish governmental agency MSB. The reason for this singular case is described in the next section.

3.2 Case Selection - MSB organisation

The reason for selecting MSB is based on two main reasons; (1) MSB has a clear commitment to mainstream gender in all their international DRR operations including DRR capacity development; and (2) The availability of data, in particular project documentation and possibility to interview participants who have worked on mainstreaming gender in the DRR capacity development projects. The projects sample was chosen based on a 10-year time frame (2007-2017) to reflect most recent projects. Additionally, the list was narrowed, by looking for projects which had documents available, and which MSB considered to be the best examples

for gender mainstreaming. It must be noted as a Swedish organisation some of MSB's documents were not available in English, but through support of google translation and also verification from Swedish friends, this language barrier was overcome. Ultimately, seven projects were shortlisted for the review. They are:

Table 2 Projects selected for gender mainstreaming review

PROJECT TITLE:	LOCATION(S):	INTERNAL PARTNER(S):	PROJECT OBJECTIVE
1. Development of Civil Protection Capabilities Project in the republic of Armenia (2007-2010) ⁴	Armenia	Armenian Rescue Service (ARS)	<i>"Improved efficiency and effectiveness in the rescue service system in Armenia"</i>
2. Support of the National Disaster Management Capacity in the Republic of Tajikistan (2007-2010)	Tajikistan	Committee of Emergency Situations and Civil Defence (CoES)	<i>"Improve Tajikistan's capacity to prepare and conduct search and rescue operations in collapse structural incidents caused by natural or man-made disasters"</i>
3. West Africa Disaster Management Capacity Building Project (2008-2012)	West Africa (Liberia, Sierra Leone and Nigeria (excluded later))	Liberia National Red Cross Society (LNRCS), Sierra Leone National Red Cross Society (SLRCS), Nigeria National Red Cross (excluded later)	<i>"Improve and strengthen National Red Cross Societies' Disaster Management capacity in mitigation, disaster preparedness and response activities. This entails a number of components, of which strengthening disaster management-structures, maintenance and enhancing of the staffs of volunteers are the strongest features"</i>
4. Disaster Preparedness and Prevention Initiative for South Eastern Europe (DPPI-SEE) (2008-2012)	South Eastern Europe (Albania, Bosnia and Herzegovina, Bulgaria, Croatia, Macedonia, Montenegro, Romania, Serbia, Slovenia, Turkey, Moldova)	Secretariat Disaster Preparedness and Prevention Initiative for South Eastern Europe	<i>"Reduce the vulnerability of DPPI member countries to natural hazards by developing the capacity of local authorities and actors to reduce risk, while carrying out preventive, response and recovery activities and promoting a coordinated approach in disaster risk reduction, in line with the Hyogo Framework for Action"</i>

⁴ Scoping studies and assessment predates the 10-year timeframe but the document indicates implementation started in 2007, therefore project was included in the sampling

5. Support to Capacity Development within Disaster Preparedness and Risk Reduction (2011-2014)	Mozambique	National Institute for Disaster Management (INGC)	<i>“To improve the capacity of the Government of Mozambique to prepare for, and respond to, natural disasters hazards taking the needs and situation of vulnerable population groups into account”</i>
6. Partner Driven Cooperation in Disaster Risk Management between NDMO and MSB (2012-2013)	Botswana	National Disaster Management Office (NDMO)	<i>“A strengthened capacity for Disaster Risk Management in Botswana”</i>
7. Strengthening Government Emergency Preparedness and Response Capacity in World Food Programme Region for East and Central Africa (2016-2017)	East Africa (Kenya, Uganda, Rwanda)	WFP Regional Bureau Nairobi (RBN)	<i>“Increased WFP Country Office capacity, at individual, organizational and enabling environment level, to effectively share and transfer core EPR functions to government counterparts”</i>

3.3 Data Collection

This study uses two main primary data sources: project documentation and semi-structured interviews with the project managers responsible for these initiatives.

3.3.1 Documents

The method of document analysis was used to review the project documentation seven international capacity development projects. As a source of data method, documents are particularly useful to a qualitative case study focusing on an organisation (Yin, 1994). Merriam (1988, p. 118 cited in Bowen, 2009) points out: *“Documents of all types can help the researcher uncover meaning, develop understanding, and discover insights relevant to the research problem”*. The documentation selected for reviewing gender includes: Scoping studies, capacity needs assessment, specific gender analysis reports, project proposals, midterm monitoring reports, reports, annual monitoring reports, gender reviews, evaluation reports. Most of the project documents were provided by MSB. Individual project managers also emailed missing documents that was missing in the first batch of documents received.

3.3.2 Interviews

Following the documentation analysis, semi-structured interviews were conducted with nine participants from MSB's operations department (4 females, 5 males). These respondents were purposefully selected based on their involvement as project managers for the projects reviewed. The semi-structured interview method was chosen, because it enables a wider discussion and communication than, for example, a survey, questionnaire or structured interview would allow (Flowerdew & Martin, 2005). Considering many of these project managers have been engaged in DRR and capacity development projects for many years, the interviews helped bring up key perspectives and the semi-structured design of the interview allowed to keep the focus on three gender aspects (understanding, practices, challenges), but also ask follow-up questions. See the interview guide below:

Table 3 Interview Guide

1. UNDERSTANDING

Can you describe what gender mainstreaming in capacity development for DRR means to you?

2. IMPLEMENTATION

In your role as a project manager for project X, can you share what measures (i.e. tools/methods/processes) were taken to mainstream gender perspective in project management cycle?

What gender related capacity development for DRR activities were implemented, and what capacities to promote gender equality in DRR (if any) have been developed at individual, organisational, and enabling environment level?

3. CHALLENGES:

As a project manager, what are the challenges that have you experienced in the implementation of gender mainstreaming?

3.4 Validity and Reliability

Any research has to demonstrate the validity and reliability of the findings (Flowerdew & Martin, 2005). For this research, validity and reliability of the findings is ensured through data

triangulation. Two methods of data collection were used; document analysis and semi-structured interviews with project managers.

3.5 Limitations

Firstly, the key limitation of this research is that it focuses on a single case approach to understand the process of gender mainstreaming and challenges associated with it. This limits the generalizability of this study, compared to more comparative studies across organizations. However, generalisability or theory establishment is not the primary purpose of this research. For an explorative study like this, a single case study approach is sufficient. Additionally, even though it is a single organisation, multiple projects have been included in the sampling, therefore increasing the validity of the findings. Findings of this research can be compared to other similar studies in future. Secondly, it would have helped this research to use direct observation as a data collection technique, where the researcher participates in the capacity development projects to observe the process and patterns related to gender mainstreaming in person, and also gain internal partner perspectives. However, that was not feasible, given time and resource limitations.

3.6 Data Analysis

The data has been analysed using what is referred to as a conventional content-analysis by Hsieh and Shannon (2005). This is approach suitable for situations where there is lack of existing theory. For the project documentation sources, (available in digital format) a purposeful search with keywords “*women, gender, boy, gender, genus, kvinnor*” was applied to select documents with information about gender mainstreaming. Then each part was thoroughly read, line by line, and categorised and coded according to which question it answers (SQ1 project management, SQ2 Activities and Results, and SQ3 Challenges). Similarly, the interviews were transcribed and coded.

4. FINDINGS

This chapter summarises the results of the study, which are divided into three parts to answer each sub-question. The first section provides answer to what extent gender has been mainstreamed in the DRR capacity development project management (i.e. tools/working methods). Second part focuses on the results; specifically, the gender-related activities carried out and the gender capacities developed through the mainstreaming efforts mentioned in the first section. Finally, key challenges to gender mainstreaming noted by the project managers are described.

4.1 Gender mainstreaming in project management

There was a lack of consistency in tools and methods used to mainstream gender throughout the management of DRR capacity development projects. While inclusion of gender in proposal development, deploying female trainers, use of gender-sensitive facilitation approaches, and dialogue with partner were identified as most common mainstreaming actions, several gaps were also visible. This includes: weak engagement of internal partner; lack of gender analysis; low female participation in activities; and inadequate attention to gender in M&E process.

4.1.1 Key actions

- [Gender in proposal development](#)

Documentation analysis showed that except for one (South-eastern Europe), gender was referred to in all the proposals developed, under separate sections called “gender perspective”, “cross cutting themes” or “impact on gender equality”. During the interviews, project managers (1, 2, 5, 7, 6, 8) clarified gender was included in the proposal as it is part of the funding requirements set by the donors. One project manager (1) stated that the lack of focus on gender can even be a “killing factor” as funding could be denied for the proposal.

- [Gender expertise](#)

Access to gender expertise was mentioned as a key aspect of gender mainstreaming in the documents and interviews. Gender experts mainly from MSB’s side, has supported nearly all the projects. For at least three cases (Tajikistan, West Africa, Mozambique) gender advisors were also deployed to the field to assist with implementation. Gender experts from the side of

internal partner supported in nearly half of the projects reviewed (West Africa, East Africa, and Mozambique). The responsibilities of gender advisors have included: 1) Revising proposal drafts to ‘add’ gender equality contributions; 2) Developing gender-sensitive working tools and training materials relevant to project’s thematic area; 3) Implementing gender trainings for project team and beneficiaries; 4) Collecting sex-disaggregated data and monitoring the progress on gender related activities; 5) Conducting gender analysis to identify needs and entry-points for mainstreaming gender; and 6) Meeting with local gender experts and relevant stakeholders in the targeted locations.

- [Recruiting female trainers for deployment](#)

It was routinely mentioned by the project managers that there was a heavy emphasis on recruiting more females in the field deployments. Documentation for half of the projects studied provided examples of hiring females as trainers, especially in fields such as fire and rescue where women tends to be under-represented. This was in part encouraged as a means to break gender-stereotypes about what women can and cannot do in the field of emergency management and risk reduction. Out of the nine project managers from MSB interviewed for this study, four are also females, indicating somewhat of a positive gender balance.

- [Gender-aware facilitation](#)

The use of gender-aware facilitation methods was mentioned as a key mainstreaming approach when implementing activities. For example, one manager noted that in her trainings, they sat in a circle to prevent females from being pushed to the back of the room. At least five respondents (1, 4, 7, 5, 8) also explained they tried to use gender-aware terminology such as “*men, women, girls and boys*”, instead of neutral terms such as population. Some participants further commented that they avoid gender stereotyping when conducting trainings (participants 8, 6).

- [Dialogue with partners](#)

Documentation and interviews indicated that MSB has also been conducting dialogue with the partners on how to work with gender equality in the projects. All the respondents noted the they brought up gender issues in the planning meetings held with the partners to inform them about MSB’s values of promoting gender equality, as well as to identify their gender priorities

and find common grounds for cooperation (participants 8, 2, 4). The following experience shared by one of the participants reflects the challenges associated with the dialogue process in terms of language and cultural barriers, as well as the importance of developing a common understanding of what gender mainstreaming means to both sides.

Participant 2: *“We were working with a crisis coordination agency in [country]. And, we have been doing this for couple of years, and they were very apprehensive about gender mainstreaming when we first described it... the sort of heads of departments or middle managers, were very upset and they were talking in Arabic with each other, and with director general. And of course, our staff was obviously nervous about what’s going on... and so the DG raised his voice and said a few things to the others and everyone got quiet... And then, everyone started laughing smiling and saying... the reason for this was, something got lost in translation, and they thought, by gender integration we meant to talk about sex education. And they thought we were going to subject their entire staff on sex education, in what you have in secondary high school... so the director general put some emphasis on explaining that’s not what we are doing.”*

4.1.2 Identified gaps

Based on the documentation review and interviews, the study also found mainstreaming gender in project management falls short in key areas; internal partner engagement, capacity needs assessment and targeting, ensuring equal participation, and M&E process.

Limited role of internal partner

There was a clear indication that gender mainstreaming was primarily driven externally from MSB’s side. Documentation for only three projects (West Africa, Mozambique, East Africa) provided examples of internal partner support towards implementing gender mainstreaming activities. For example, in West Africa project, gender focal points (GFPs) established and trained by MSB’s gender advisors supported to carry out the activities. In Mozambique case, GFPs already present at the internal partner agency helped to deliver gender and DRR presentations. While this approach yielded positive results, interviewees (participant 5,7,2) suggested, staff turnover, lack of mandate, unavailability due to busy schedules, and sometimes lack of resources remained a challenge when coordinating with the focal points. For rest of the four cases reviewed there was no indication that internal partner played any role. The proposals

indicated a lack of clear division of roles and responsibilities, while some mentioned gender advisors would be brought on-board. For one case, Tajikistan, the proposal even described it was MSB's (then called SRSA) responsibility to “[e]nsure the integration of a gender perspective with CoES [internal partner] in the implementation of all project components”. The comment below from one project manager further illustrates this point as well:

Participant 8: *"Although we had pronounced that the gender perspective was something that we wanted to follow up on and do it regularly, this was very often neglected by our partners... It felt like something we just had to do"*

Furthermore, the ambition to work with gender perspective within the projects was routinely justified in reference to MSB's own guidelines, national laws, and international conventions. Only three projects (West Africa, Mozambique, East Africa) specifically referred to how the project's gender equality contributions aligned with existing policies of the partner.

Lack of gender analysis

While all the projects routinely mentioned ‘integrating’ gender into the project activities, this was done without conducting a proper gender analysis of the capacity needs and assets. For only two projects (Mozambique and West Africa) some form of separate gender analysis was carried out. The cases of Tajikistan and East Africa showed that gender was included in overall project assessment and integrated into the activities, without a separate analysis. Notably, in both Mozambique and West Africa projects, gender analysis was carried out as a stand-alone activity after the projects had started, not in the planning stages. One interviewed participant, who also worked as a gender advisor, recalled:

Participant (5): *"It's very common, it has something to do with pressure of the funding application, and the timing of it, and obviously for a capacity development for disaster risk reduction project, its usually not a very fast thing, but, for many projects that has been the case, that you put something in, hand it in, to get the money and then you flesh it out, and then you add gender, and possibly other considerations as well."*

There was also a lack of consistent methodology guiding the gender analysis. While both exercises provided recommendations for how to “integrate” gender into project activities, it did not clearly identify the gender capacity gaps at different levels, or provide indicators to plan, manage, and monitor the activities. Neither the methodology used identified specific capacity needs of men and women targeted by the project. In terms of secondary beneficiaries,

men, women, girls and boys were mentioned as targets, but it does not clarify “which” women/girls and boys/men were being supported through the developed capacities.

- *Low female participation in activities*

Except for one (East Africa), sex-disaggregated participation was not systematically documented for all the activities but the numbers shown in M&E reports showed a pattern of low female participation. Particularly in cases where MSB worked with actors from military background. For example, in Armenia project, no women participated in fire and rescue trainings, while only two out the 10 medic instructors trained were women. Similarly, in the case of Tajikistan, only two out of 17 urban search and rescue trainees were women. In Mozambique project, less than a third of the participants in mobile CENOE courses were women, and only men participated in the pre-simulation training exercise. The prevailing male domination in response agencies was identified as the main reason for lack of female participation.

“All fire and rescue instructors attending the course were men because there are absolutely no female instructors in the field of fire and rescue.” (Excerpt from Armenia Final Report)

“MSB is focusing on attempting to integrate a gender perspective in its support to improve the USAR capacity in Tajikistan. There are several challenges to this in that the area of rescue in Tajikistan is very much male dominated.” (Excerpt from Tajikistan Final Report)

“the participating institutions, men are still dominating... It remains still a challenge to include more women in training activities,” (Excerpt from Mozambique Final Report)

Even when the targeted beneficiaries were non-military actors, the problem of low female participation persisted to some degree, as seen from East Africa and West Africa cases. In South eastern Europe project, a positive outcome of 40 percent female participation was noted while, no sex-disaggregated participation numbers were available for Botswana.

Interestingly, in the Mozambique project, sex-disaggregated data collected for villagers who participated in the rescue simulation exercise showed low participation of men and boys compared to females.

“the disparity in numbers was further exaggerated by the fact that a lot of the men still present chose not to take part in the exercise...Furthermore, by choosing not to take part, these young men might not know the procedures when a real disaster happens, thus making them more vulnerable. (Excerpt from GFA final report).

- *Lack of systematic gender-sensitive M&E*

The documentation analysis showed serious shortcomings in relation to mainstreaming gender in the M&E process. Except for two projects (Mozambique and East Africa), none of the log frame matrixes included gender indicators to plan, manage, monitor, and evaluate. Furthermore, it appears most projects have reported on gender in terms of the tools, methods, and practices used in mainstreaming the project management, rather than specifying what results were achieved through these efforts. While there has been a consistent effort to collect sex-disaggregated participation numbers, this was not achieved comprehensively for all the activities with a project.

External evaluations were carried out for most of the projects studied, including Armenia, Tajikistan, West Africa and South-eastern Europe. In all four cases, evaluators commented on the gender dimensions of the project, including learning outcomes.

In three out of seven cases (West Africa, Tajikistan, and Mozambique), separate gender reviews were also carried out by gender advisors who worked in the field. These reports provided a lot more detailed information on the activities and results that were absent from the annual reports and evaluations. The reviews were not directly linked to the main log-frame matrix either. In relation to this, one of the project managers even commented, that it is a “*bad idea*” to keep it separate (Participant 8). He added: “*The way we included it [gender monitoring and evaluation], created difficulties for project management team to actually follow up on the results, because it became something external rather than, internal to the project*”.

4.2 Gender and DRR Capacity Development Activities

Documentation analysis showed the projects have mainly integrated gender into capacity development activities carried out in other thematic areas of risk reduction, while stand-alone activities specifically on gender and DRR were implemented in few cases. It can be seen that most of these activities targeted development of gender awareness, skills, knowledge, motivation relating to the individual level, while gender capacities at organisational and enabling environment were neglected. None of the activities were also specifically targeted towards men and women. Reporting on gender capacities was also found to be vague, with no reference to capacity levels.

4.2.1 Development of Civil Protection Capabilities Project in the republic of Armenia

This project was focused on developing rescue service capacity in Armenia. It stated the objective was not to target any particular population groups, including gender. In terms of activities, the proposal stated, “*specific needs of men, women, boys and girls will attain special attention*” in the capacity development activities on local risk assessment and risk reduction, preventive work with children and youth, and the development of training facilities. The M&E documentation confirmed implementation of only one gender-integrated activity.

Integrated:	Stand-alone:
• Distribution of personal fire and rescue training equipment suitable for men and women.	None

Documentation suggested no gender capacities were developed. Project manager was not interviewed; therefore, no additional information was available. External evaluation of the project however reported none of the interviewed Armenians had heard the topics of environment and gender being addressed by MSB, despite being stated in the proposal.

“Comments that the evaluator received on these questions was instead that the environment is important and that gender roles do not exist in Armenia. It is recognized that it is difficult to treat these substances in certain cultures, and in this collaboration, it may simply not be enough. However, it is a pity if questions that the project document indicates will not be addressed during the implementation.” (Excerpt from Armenia external evaluation report, Google translated)

4.2.2 Support of the National Disaster Management Capacity in the Republic of Tajikistan

MSB's capacity development work in Tajikistan aimed at strengthening the service delivery capacity among the rescue service institutions. Gender equality was not amongst the outlined project objectives, but the proposal stated gender perspective was going to be integrated throughout the project. M&E documentation confirmed following activities with a gender focus were carried out:

Integrated:	Stand-alone
• Equipment suitable for use by female and male rescuers procured • Separate toilets built for women and men on the training field, but shared showers, sauna and changing rooms for women and men.	• Training session on gender and diversity in USAR operation • Dialogue carried out with the partner to increase representation of women in emergency committees and to increase recruitment of women in to search and rescue teams

The M&E documentation does not provide information on any gender capacities strengthened through these activities, although the interviewed project manager provided additional information not found in the documents. The respondent noted the project has helped to improve awareness on gender and diversity issues in emergency response, as well improved participants knowledge of gender-aware pedagogic methods for conducting rescuers trainings. It was also reported that gender aspects were integrated into the Standard of Operating Procedures (SOPs) developed for deploying USAR teams, and the USAR ToT curriculum. A gender-midterm review carried out during the project also provided information on gender mainstreaming progress in terms of sex disaggregated participation and how gender perspective was included in the activities. Specifically regarding the dialogue, the review reported:

“It was evident that CoES [internal partner] in general do not see the value of including female rescuers in the USAR teams... [w]omen was mainly considered for filling administrative and medical positions in the team... [and] more men have leadership roles. (Tajikistan Gender mid-term review report)

4.2.3 West Africa Disaster Management Capacity Building Project

West Africa project was multi-country capacity development initiative to improve the effectiveness of National Societies in Sierra Leone, Liberia, and Nigeria. No objective on equality was included, although the project proposal was later revised to focus on more proactive integration of gender into all the activities. Several gender-related activities were identified from the M&E reports.

Gender-integrated:	Stand-alone
1) Gender concepts and analysis methods mainstreamed into Disaster Management Overview Course	1) Establishment and training of two Gender Focal Points as local source of gender expertise. One man and one woman selected from each NS.
2) Developed and shared gender-sensitive tools on contingency planning, community based early warning system (EWS), awareness raising campaign, training facilitation.	2) Conducted workshop on Gender and DRM. It covered wide range of topics from gender concepts, analysis methods, gender-sensitive programming, teacher-led IASC course “ <i>Different Needs – Equal Opportunities</i> ”.
3) Draft Disaster Management Policy of National Societies upgraded to include gender perspectives	
4) Gender analysis exercise carried out in pilot communities as part of hazard and vulnerability risk assessment	
3) Pilot exercise carried out in villages to test EWS. Male and female town criers selected and trained to give warnings.	

The project’s annual monitoring reports provided information on sex-disaggregated participation, mainstreaming actions, and activities, but did not refer to what gender capacities, if any, have been developed. Some examples of capacities were found in the external evaluation. The report noted “*increased awareness*” of gender issues amongst the participants, and that targeted participants now strongly recognised the “*importance of incorporating gender perspectives in all DM activities to address the different needs of vulnerable groups*”.

It also added the draft DM policy was revised to bring attention to gender dimensions, and development of gender-sensitive working tools on contingency planning, early warning system, and awareness raising. Two project managers and a gender advisor for the project confirmed the information in the documentation, while also adding that the establishment of GFPs can be seen as an organisational level gender capacity.

4.2.4 Disaster Preparedness and Prevention Initiative for South Eastern Europe

This project was started with a specific objective to develop the capacity of local authorities and actors to reduce risk, and promote a coordinated approach in disaster risk reduction in the region of South-eastern Europe. No gender equality objective was included, although two inter-related gender-integrated activities were found in the activities reported in the documents:

Gender-integrated:	Stand-alone
• Development of Training of Trainers (TOT) guide with specific attention to gender aware facilitation techniques • Training of Trainers on DRR included gender and disasters aspects.	None

In terms of results, one annual review noted participants had become more aware of how to link gender and DRR issues, as well as learned gender-aware facilitation techniques. The external evaluator noted “increased awareness” was the main outcome reported in relation to gender, and interviewed participants were able to provide concrete examples of gendered disaster risks.

4.2.5 Support to Capacity Development within Disaster Preparedness and Risk Reduction in Mozambique

In Mozambique, MSB supported the government to strengthen capacity to prepare for, and respond to natural disasters hazards. It referenced to reducing vulnerability of men, women, girls’ boys in the objectives. The gender-related activities identified from the project documentation included:

Gender-integrated:	Stand-alone
• The logistics training integrated a two-hour session with a presentation and group work on gender and emergency response focusing on camp security and gender-based violence • The trainings for the Mobile CENOE, basic and advance included sessions on gender and DRR concepts • Gender aspects included in the Camp Management Handbook • Different vulnerabilities and needs of men, women, girls and boys taken into account when planning and conducting the emergency response simulation exercise • Monitoring workshop included group exercises to revise project log-frame matrix to add gender indicators to plan and monitor activities from a gender perspective	• Dialogue with the GFPs on to discuss security issues and gender-based violence in camps.

In terms of developed gender capacities, project's internal evaluation reported increased "awareness" and "interest" of gender aspects in emergency response. The same was confirmed by the project manager during the interview. The GFA mission identified the need for further work on preventing gender-based violence in disaster situations and improving camp security, as these problems were observed first-hand during the emergency response to the floods that occurred while the project was ongoing. While a dialogue happened with the internal partner on this topic, GFA noted that these discussions were not enough to realistically see a change.

4.2.6 Partner Driven Cooperation in Disaster Risk Management between NDMO and MSB

Planning documents for the Botswana project noted gender was integrated into all the thematic content of the activities, but this was not visible in the M&E reporting. No developed gender capacities can be identified from the documentation either. When asked about the lack of reporting, the project manager active during the implementation phase contended gender was considered in relation to ensuring equal participation, gender-aware facilitation, and adding a gender perspective to the content of training modules within all the activities. Furthermore, the respondent pointed out:

“I understand one thing, that you would really like to see each activity having [mentioned], this is how gender was included.... When you are trying to mainstream, this is actually what you want to achieve, that it is hard to say this is exactly how gender was mainstreamed, because that means that it has been actually put in.”

In terms of developed capacities, the respondent brought up increased awareness and knowledge of gender and DRR issues, including the importance of sex-and age disaggregated data collection in risk and vulnerability assessments and risk reduction programming.

4.2.5 Strengthening Government Emergency Preparedness and Response Capacity in World Food Programme Region for East and Central Africa

The project aimed at developing the capacities of WFP regional office in East Africa and selected country offices to effectively share and transfer core emergency preparedness and response functions to government counterparts. Documentation indicated the following gender-related activities were carried out:

Gender-integrated:	Stand-alone
Individual Level: - Gender and age analysis integrated in capacity assessment and development training - Organisational level: - Developed capacity training tools integrated gender in line with WFP’s gender policy and regional gender strategy	None

In terms of changes at the internal partner organisation, the documentation noted and interviews suggested increased awareness and methods at the individual level to incorporate gender and age analysis into capacity development interventions. Regarding the organisational and enabling environment, the project manager noted it was not a main focus of the project as a whole.

“Was gender considered as an organisational issue? I wouldn't say that, I mean we didn't, address gender issues, how would these teams for capacity development will be staffed, how should they be formed in terms of gender balance, what should be the terms of reference, not in scope of our support... the enabling environment, it was out of scope for the project as a whole as a main objective.”

4.3 Challenges for mainstreaming gender

This section contains a summary of four key challenges noted by the project managers in terms of mainstreaming gender. They include: 1) Limited local engagement; 2) Resource constraints; 3) Attitude and motivation of project managers; and 4) Lack of framework on gender-sensitive M&E.

4.3.1 Lack of internal partner support

Over half of the participants noted having encountered difficulties in engaging internal partners whose DRR capacities were being developed. The comments below from the participants illustrate this concern:

Participant 6: *“I have heard so many times within the organisations people saying why do we have to talk about gender. We don't have any gender problems”*

Participant 8: *“I constantly had the feeling that I had to remind our partners of gender, while they were more focused on the rescue itself.... My impression was that this [gender] was something, that was forced on them.”*

Participant 4: *“Senior management is not always clear on why this [gender] is so important; therefore, it may not be supported so well and maybe you accept it's there, but there is not true driving force and strong ownership from the partner organisation unless they really see the added value of working with it.”*

Participant 5: *“It's our responsibility as Swedish governmental agency [to mainstream gender], it's also partner organisations for sure... It is difficult though. It depends on who the key actors are, who you are working with, it's not like we can choose whether*

we do it or not. But how, what we focus on, how much we do it almost little bit to do with our partner.”

Participant (3): *“I can go into a meeting in Bangladesh and say I think you should have different gender policy on organizational level, I can say that... but it doesn't make difference, because they would obviously not consider me as someone that has a say on that”.*

Two participants [3, 5] emphasised that local engagement on gender also depends on the type of actor that they work with. For example, when developing DRR capacities of intergovernmental agencies or local and international NGOs, their existing mandates and policies on gender equality provide a foundation to focus on gender equality within the scope of the project. On the other hand, they also added it can be a challenge because the partners may feel they have gender already covered, thus not important for the particular project setting.

4.3.2 Resource Constraints

All managers agreed to having strong donor support and finance for gender equality. However, one challenge raised was about finding the right people for the job, secondary data, and knowledge of modalities to work with gender perspective in different DRR thematic areas.

Participant (2): *“Having the funding for GI is probably one of the easiest things to get hold off these days, but having the right staff and time sometimes can be a challenge... we depend on high degree on roster staff, and they have day time jobs. We have short term experts coming in and going, a challenge of finding the right people on time is always there.”*

Participant [3]: *“[Y]ou balance different needs and objectives of the project where gender is one – it is a resource consideration; time and staff, not money. We usually work on time, and where you do have targeted projects, where gender issues will be main objective of the program, you can of course push further, may be reach more of on an outcome level in the programs. It's usually difficult to see [in DRR capacity development projects].”*

One participant (8) also noted that the absence of technical support from the gender advisor for the entire duration of the project was a problem, as it was challenging to make sure the gender objectives were fully realised, while also managing other parts of the projects. Related to this, another responded [5] also confirmed project managers work under extremely busy schedules, often doing administrative work, thus great involvement of gender advisors with clearly defined responsibilities will be an improvement.

4.3.3 Project manager attitudes

One emerging concern was also related to attitude of project managers on gender mainstreaming, in terms of lack of their own motivation and effort to work with gender on an outcome level.

Participant 5: *“I think that it is quite symptomatic of our work also, that we often don't aspire to change attitudes and behaviours... “we [MSB] often try to work with not the core of the organization, such as organizational culture, leadership, reporting lines and all that...[but] mainly work with, may be the methods they use.... very rarely we touch upon these kinds of attitudes, behavior or norm changes, I think.” I think often times these DRR capacity development projects might be the entry points for that as it is more long term. Many times, in humanitarian projects, people [project managers] refrain, sometimes for those kinds of outcomes or results, saying because it's too short to change, but in a way, I guess, that we have been too scared to put those as indicators, also ignorant in the past, not aiming for it.”*

Participant 6: *“The problem is that from the design of the project, since the projects starts, the people who are designing the projects do not understand how to do this [mainstream gender]. Even if they have been capacity built through different chains, they are supposed to take the courses, they have the manuals, they don't do that. I would say a vast majority of project managers, unfortunately, don't know how to do this,”*

One supporting example was also identified from the documentation. In one the cases studied, gender and diversity aspects were not integrated into the trainings even after the materials were provided by the gender advisors. Amongst the factors that can explain this shortcoming, one possibility was that *“field staff do not consider gender and diversity to be important.”*

These comments were further supported in terms of the disparities in the understanding of mainstreaming amongst the participants. Only four [2, 4, 7, 3] described gender mainstreaming as a process to improve partner organisation and individuals' ability to work with gender and DRR issues, while others mostly emphasised on equal participation, working methodology, language etc.

4.3.4 Lack of M&E framework

Four participants [2,3,5,8] also pointed out to the challenge of conducting gender-sensitive M&E. Two of them specifically referred to the absence of results based management framework to guide DRR capacity development. A challenge further worsened, when working with various stakeholders with different mandates and operating procedures on different DRR areas. Following comments reflect this concern:

Participant [2]: *“we don't have a standardized results framework. we are trying to develop an aggregate results framework... we really sort of started focusing on improving our results oriented work, standard of indicators, seeing we work with fairly wide set of thematic areas trying to figure out how everything can we fit everything.”*

Participant [3]: *“we don't have a very elaborative system of indicators and results, monitoring tools to begin with. It could very well be that we are doing quite a few things [related to gender], but it doesn't shine through reporting. So, you have a more of reporting problem.”*

5. DISCUSSION

This chapter discusses the findings of the study in the context of relevant concepts and literature.

5.1 Mainstreaming gender in project management – key actions and gaps

The results have shown that gender has not been consistently mainstreamed throughout the management of the projects. While key actions were identified, it appears serious gaps also exists in terms of adequately taking gender into account. On the positive side, gender equality was considered early in the assessment and proposal writing phase of the projects. Few et al., (2015) recommends donors to play a vital role in requiring the inclusion of gender and the uptake of gender-sensitive approaches when developing DRR capacities. In the context of this study, interviewed project managers stated that the proposals they prepared included references to how gender perspective was considered because of the funding requirements set by the donors, suggesting the donor support on gender equality remains significant.

Results indicated gender advisors from MSB, and to a lesser extent also the internal partner, have provided ongoing technical support to the projects and this has proved to be an invaluable resource, especially when considering that the project managers are not experts on gender themselves and work under extremely busy schedules. In line with MSB's own gender mainstreaming guidelines and as per the international commitments, MSB had also prioritised recruitment and deployment of women to the field, and ensured use of gender-aware facilitation techniques. Although attempts have been made to ensure equal participation of men and women in the trainings and all capacity development activities, this was not always successful as women were already under represented in the organisations that MSB had worked with. In fact, female participation remained consistently low, especially when strengthening capacities of emergency response agencies. Both documents and interviewees noted that the prevailing male-domination in the DRR field makes it nearly impossible to ensure equal participation of women in the trainings and activities.

However, as the concept of gender mainstreaming implies and argued in ILO (2000), Verma (2014) and (Moser 2012), the purpose of mainstreaming is not only about increasing women's

participation numbers, but identifying and taking the needs, priorities and concerns of men and women in setting the project objectives, activities, expected results, and all aspects of project management. However, none of the projects studied included clear objective to empower women in the leadership or increase their participation as a stand-alone objective, indicating a lack of strategic focus on the gender and DRR issues. In only one case, Tajikistan, the project team carried out a dialogue with the targeted partner to increase women in the emergency response teams, and had succeeded in getting two women to join the trainings. However, the evaluations still suggested that the sexist attitudes of the men in the leadership were not changed, and no deliberate efforts seemed to have been conducted to address this problem.

Even though gender equality was not amongst the project objectives, activities with a gender focus were carried out in almost all the projects. For instance, gender perspective was routinely integrated into the activities carried out on other thematic areas such as logistics, communications, early warning system, camp management, preparedness planning, risk assessment etc. To a lesser extent stand-alone activities specifically on gender and DRR were also documented. Next section addresses the activities and results achieved in greater detail. Here what is important to note is that these gender-related activities were planned and implemented without a proper gender assessment of the capacity needs and assets individuals and organisations targeted. Only two projects studied included a separate gender analysis, but even they were carried out after the projects had already started, and had no consistent methodology guiding the process or scope of content. Despite these shortcomings, the analyses were vital to develop context-relevant advice for implementing gender-related activities.

The next weakness of mainstreaming gender was found in relation the M&E process. Only two projects studied had included gender-sensitive indicators in the log-frame matrixes. M&E is not only a crucial component of gender mainstreaming (Mehra & Gupta, 2006), but also capacity development for DRR as a whole (Few et al., 2015; Hagelsteen & Burke, 2016; CADRI, 2011). Results from this study showed most projects reviewed have only monitored sex-disaggregated participation numbers, albeit incomprehensively, while qualitative indicators on the gender-related changes were almost non-existent. In a lot of cases, reporting on gender appeared in terms of efforts (i.e. gender experts, gender analysis, gender aware facilitation, sex-disaggregated data, gender-sensitisation of content), rather than mentioning if, or how these efforts translated into systematic development of individual, organisational and institutional capacities. For example, some projects reported carrying out gender awareness

trainings, it was not always clear that this was done because there was a lack of awareness to begin with, and if so what changes were achieved through the training. While these gender awareness trainings are important, it also raises the question whether they were the most appropriate activity in terms of addressing partner's needs – or if it was an easy way to cross-off gender as completed and show short-term results. This is a possibility, if the external partner feels more accountable to the donor, than the internal partners or the intended project outcomes (Hagelsteen & Burke, 2016). Findings indicated MSB has indeed carried out dialogue with the internal partners on gender equality, but this has not always resulted in successful local engagement. As shown by Hagelsteen & Burke (2016) and Few et al., (2015), ownership and partnership are prerequisites for effective capacity development for reducing disaster losses, but at least in relation to gender mainstreaming, this seems to be a challenge.

5.2 Gender-related activities and capacities developed

The projects do not explicitly refer to the levels and types of capacities, but the examination of the activities carried out (gender-integrated and stand-alone) shows the primary focus was the individual level, while organisational and enabling environment was neglected.

The developed gender capacities at the individual level mainly included increased gender awareness and knowledge on DRR or the specific technical area. This was achieved mainly through trainings. Even within the broader capacity development, trainings appear to be the main modality used, as noted by Hagelsteen and Burke (2016), who adds that it has become wrongly synonymised with capacity development.

Organisational gender capacities were addressed to very little extent within few projects studied, and the developed capacities seem to be policy, strategy, and organisational arrangement. This was partly explained by the fact that MSB in general does not focus on the core of DRR organisations such as its mandates, cultures and values, and instead focus on their services. In the West Africa project, the project managers argued that the establishment of GFPs were an organisational level capacity as it created a pool of expertise within the organisation. However, interviews from the project managers and literature shows that this is not always a successful approach as these GFPs operate on the margins, and often does not have the authority and resources to influence changes.

Meanwhile, the findings showed lack of explicit or implicit focus on the enabling environment, not just in relation to gender but within the projects as a whole. There were no examples of how the projects made a deliberate effort to tackle issues of gendered power relations, promote external partnerships with women's organisations, create political space for women to come to decision-making level in DRR organisations, and to promote gender equality norms and values. These findings are concerning both from a gender mainstreaming and capacity development perspective. As Christoplos, Engstrand, & Hedqvist (2014) argues, capacity development that undo patriarchal structures and stimulate structural changes cannot be achieved only through gender awareness trainings. It requires a systematic and holistic approach, linking individual, organisational, and intuitional levels (UN Women, 2016).

It can be argued that the existing lack of focus on gender can be linked to the integrated-mainstreaming approach adopted by MSB, where a more proactive agenda for promoting gender equality and women's empowerment in DRR seem to have evaporated. Even though gender mainstreaming as a concept does not exclude targeted activities, the projects have not prioritised activities to develop specific capacities of men and women based on their respective needs or to deliberately target the development of organisational and institutional capacities to promote gender equality. Within the current practice of integrated approach to gender mainstreaming, the inclusion of gender perspective remains trapped within the mainstream capacity development approach of technical trainings. The training modules and the methodology of conducting the training exercises are adjusted to reflect gender-sensitivity. For example, this includes explaining to trainees that men, women, girls and boys have different needs in emergency situations. However, an agenda-setting approach prioritises issues of power, voice, representation and culture, can offer lessons for reorienting the mainstream of capacity development itself and make gender a more foundational issue within the projects.

5.3 Challenges experienced by project managers

In addition to the document analysis, nine project managers who have been responsible for the evaluated projects were interviewed. This helped to verify and gauge additional information of the gender mainstreaming aspects, as well as the reasons for the shortcomings. The first and most common challenge noted by the project managers was the lack of support from the internal partners. Not just in relation to gender, but for the success of overall capacity development project, local ownership is essential (Hagelsteen & Burke, 2016; CADRI, 2011;

Few et al., 2015). Many reasons were provided to explain the lack of partner's support from the project managers perspective, including lack of prioritisation and understanding on the issue, type of organisation and their existing resources. Without talking to the internal partners, it is not possible to definitively draw any conclusions on the lack of support, and thus further research is required. Nevertheless, literature shows that often male-dominated organisations tend to be hesitant to mainstream gender because it requires them to shift power and resources. As documented by gender experts writing on disasters, many emergency response and risk reduction tends to be highly male dominated where gender concerns are often ignored (Enarson & Chakrabarti, 2009; Ariyabandu and Wickramasinghe, 2003). Furthermore, one challenge mentioned was also in relation to project managers own attitudes, whereby they have been found to neglect gender issues when designing and implementing projects. Regarding this point, some project managers noted this can be explained in terms of time pressure and burden of responsibilities, as well as the lack of expertise on gender issues. A problem that has been countered to large extent through ongoing technical support of gender advisors. In addition to the lack of resources in terms of staff, data, and knowledge of modalities for capacity development in different sectors and thematic areas, project managers also brought up the lack of standardised framework for doing M&E as a key challenge.

6. CONCLUSION

Gender inequalities are both a cause and consequence of disasters, and it has widespread implications for the whole DRR process. Although mainstreaming gender in DRR policies, strategies and programs have been recognised as a foundational issue at the highest level of global policy making, this rhetorical commitment has not translated from the documents to tangible actions.

This study has reviewed the implementation of gender mainstreaming in the context of DRR capacity development projects through a qualitative organisational case study focusing of Swedish agency MSB. Seven DRR capacity development projects implemented by MSB as an external partner were evaluated to check how gender has been mainstreamed, and what results in terms of developed capacities were achieved. The empirical evidence gathered through documentation analysis and semi-structured interviews with the project managers showed that gender has not been adequately and consistently mainstreamed throughout the DRR capacity development projects.

While important actions have been taken to mainstream gender in terms of providing gender expertise, conducting dialogue on gender equality and adopting gender-sensitive facilitation methods, and increasing women in field deployments, key weaknesses were also identified. This included, ambiguity in division of roles and responsibilities for mainstreaming and the lack of internal partners role, the absence of gender analysis in assessing capacity needs, as well as lack of systematic gender-sensitive M&E of the activities. While the projects aimed to have equal participation, female participation in the trainings and capacity development activities tended to be significantly low. The results showed that this was because women are not working in the field of risk reduction and emergency response, and the organisations targeted by these projects are commonly male dominated.

Furthermore, the findings showed that in most cases gender mainstreaming was synonymised to mainstreaming actions relating to project management such as conducting gender analysis, recruitment of women for field deployments, and use of gender aware facilitation techniques, rather than the actual results achieved in terms of developed capacities on gender and DRR. In general, all the projects have carried out technical trainings on different thematic areas such as

emergency response, logistics, risk assessment, early warning, urban search and rescue, etc. When conducting trainings on these fields, a gender perspective was integrated by giving attention to the different needs of men, women, girls and boys, and other marginalised groups. The results showed that due to this integrated-approach to mainstreaming, attempts to promote gender equality remained trapped mainly within the narrow technical focus of these trainings which targeted the individual level. Meanwhile, organisational and institutional level capacities to promote gender equality were largely neglected. For instance, the projects in general have made no deliberate efforts to empower women in the leadership of the DRR organisations targeted, change culture, values and attitudes, or creating partnerships with grassroots women's organisations or marginalised groups within the communities that these organisations worked in. MSB's capacity development support in general deals with improving DRR services delivered by the state and non-state actors, rather than focusing on the crux of the organisations such as its mandates, culture or values. These projects have also not included any targeted interventions for men and women, either as primary or secondary beneficiaries. For instance, it was often stated that the projects were supporting to reduce vulnerability of men, women, girls and boys, but it did not state which vulnerable women or men the project was helping. It was clear that gender perspective was integrated into these existing activities to reflect gender-sensitivity in the targeted technical area of capacity development, rather than as a planned and monitored effort to improve partner's ability to promote gender equality in their organisation and the particular thematic area. When asked what gender capacities were developed, project managers mainly stated that they improved awareness and knowledge on gender and DRR issues. But due to the weak reporting of results, it was not always clear what specific knowledge or technical skills on gender-sensitive DRR were learned by the participants.

To explain the lack of gender mainstreaming on an outcome level, project managers identified several challenges. Firstly, the lack of internal partner support. As MSB's capacity development projects are initiated with a request from internal partner and their needs, it is not always easier to push for a normative agenda of gender equality when the partner is not interested or resistant to activities on gender equality. Secondly, project managers also described lack of secondary data on gender-based vulnerability in the project locations and the existing capacities of the targeted organisation as a key challenge. They added that finding the right staff on time is not always easy, as the gender experts on MSB's roster may not always be available for the missions. Attitude and motivation of project managers were also raised as a key challenge as there are disparities in understanding what gender mainstreaming means.

While for some respondents mainstreaming meant employing gender-sensitive language, work methodologies and attention to equal participation, others highlighted it is a strategy for bringing changes to promote gender equality at the level of targeted individuals, organisations and institutions. However, concerns were raised regarding the limitations posed by the project time frame as changing deeply rooted culture and traditions on gender roles and norms takes time. But even in cases where projects with longer time frames, it was noted that some project staff remain hesitant or ignorant to push for transformative changes relating to organisational values, cultures or attitudes men in the leadership. Finally, results also indicated that a lack of standardised framework on gender-sensitive M&E affects the process of gender mainstreaming as it is difficult to plan, monitor changes, and learn from it.

Overall, the study concludes that while gender equality is prioritised by MSB and there is strong donor support, when it comes to the implementation in capacity development it has not always succeeded in systematic development of capacities to promote gender equality in DRR. While promoting awareness, skills, and knowledge on gender and DRR are important, it does not guarantee that the trainees can put the knowledge and skills to use unless organisational cultures, mandates, reporting lines, policies and readiness to change are not addressed simultaneously.

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