# Gender integration in disaster preparedness planning: A case of World Vision South Africa in Limpopo

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Dissertation submitted in partial fulfilment of the requirements for the degree Magister Artium in Development and Management at the Potchefstroom Campus of the North-West University

Supervisor:          Mr C Coetzee

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**Gender integration in disaster preparedness planning:**

**A case of World Vision South Africa in Limpopo.**

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Mini-dissertation in partial fulfilment of the requirements

for the degree of

**Master of Development and Management (Disaster Studies)**

at the Potchefstroom campus of the North-West University

Supervisor: Mr Christo Coetzee

November 2015

**DECLARATION**

I declare that: *''Gender integration in disaster preparedness planning: A case of World Vision South Africa in Limpopo''* is my own work. All sources used or quoted have been indicated and acknowledged in the references and that this dissertation was not previously submitted by me or anyone at any institution.

I. Mba

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Signed: I. Mutombwa                                                        Date

**ACKNOWLEDGEMENTS**

As I submit this research, I am reflecting on the journey from the start and I just say "Ebenezer". Firstly I would like to give all the glory to God my heavenly father for sailing me through. To help me reach my goals I was continually inspired by Philippians 4:13 '' I can do all things through Christ who strengthens me"

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I dedicate this dissertation to my late father. You were my inspiration.

**ABSTRACT**

World-wide, disasters and hazards do not affect people of the same society in the same way. Depending on the nature of the hazard, some groups tend to suffer more consequences than others. The differences in disaster and hazard experiences generally depend on the context that relate to socio-economic order, culture and religion of a given society. These factors exist as sources of disparity in vulnerabilities among people living within the same society which, when disasters strike they suffer the consequences differently. In light of the disparities, inequalities and increased vulnerabilities experienced by women, men, girls and boys in disasters, there is a need to acknowledge the necessity for disaster preparedness plans with a gender integration focus. This is crucial in order to reduce gender based vulnerabilities in disaster contexts. This study therefore focuses on gender integration as a tool for disaster risk reduction. It seeks to determine the current extent of gender integration in disaster preparedness planning conducted by World Vision South Africa in Limpopo. World Vision, Learning through Evaluation with Accountability & Planning (LEAP) guidelines and gender toolkits together with semi-structured interviews were used to determine the degree of gender integration in the organisation's effort to achieve disaster risk reduction.

Results of this study emphasise the significance of having gender analysis as a crucial element of any program or project assessment. This is in order to identify gendered vulnerabilities and create a platform for gender integration. Additionally, the findings support the idea of viewing disasters as social phenomena which, can be reduced or curbed through social changes in structures which influence distribution of power, resources and wealth. The study highlights the importance of disaster practitioners' perspectives about disasters and the value of knowledge relating to root causes, dynamic pressures and unsafe conditions which cause disparity in vulnerabilities within given contexts. This will harness society to be more proactive rather than take reactive action in responding to disasters. As a result, help to maximize their

participation in disaster risk reduction. Such participation has potential to create a platform for gender integration to achieve disaster risk reduction.

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**CHAPTER 2: GENDER INTEGRATION IN DISASTER RISK REDUCTION, POLICY AND PRACTICE**

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## 1.0 CHAPTER 1: ORIENTATION AND PROBLEM STATEMENT

### 1.1 Introduction

Destructive events like disasters increase vulnerabilities and risks throughout society. Vulnerability implies the susceptibility of a population to a specific type of event and is associated with the degree of loss (property or life) that results from a hazard in a given period (Veenema, 2013). Traditional gender roles increase vulnerability of some communities and certain groups of people in such communities (Enarson, 1998; Fothergill and Peek, 2004). Hocke (2012) argues that disasters expose the vulnerabilities of society and increase its risks.  It is important to ensure that vulnerabilities and risks are reduced in order to prevent loss of life and property.

Vulnerability has been linked to factors such as demographics, technology, economics, politics, age and gender, with gender being widely recognised as a leading vulnerability, contributing to a society's risk profile (Enarson, 2001). Gender is explained as "the socially acquired notions of masculinity and femininity by which specifically defined roles and responsibilities are allocated to different groups" (Momsen, 2010: 2). Despite the notion that gender related issues exclusively centre on women, by definition, gender refers to ideals surrounding the lives of both men and women (Saito and Sumoto, 2006). Often linked along the lines of biological sex (male and female), it creates distinctions that are evident in the form of imbalances between men and women and boys and girls of the same society. Kabeer (2003: 243) points out that rules, norms, customs and practices are socially constructed along gender lines and in so doing, present women and men with different opportunities and access. For example, some communities restrict access to education based on gender.  This scenario exists where women and girls versus men and boys, are prevented, discouraged or formally prevented from attending schools; or from participating in different levels of education. The limited access creates imbalances in terms of livelihoods. This is because the groups that are not able to gain formal education may not have the diversity of livelihood options available to them, thus

further limiting their access to higher income or even property ownership. Hocke (2012) points out that low education level, skills and experience can expose people to poverty and make them more vulnerable, since poverty greatly increases disaster risk. Poverty is a gender issue as it affects the lives of both men and women differently (Kabul, 2007). It is this variance to access reflected in disparities across social, political and economic lines that inhibit the ability of men and women from protecting themselves in the face of adversity in certain contexts.

Gender defined roles and responsibilities have been linked to increased deaths and injuries faced by certain groups during disasters (Fordham, 2012). To give an example, many women perished with their children during the 1991 cyclone in Bangladesh. This was because they waited for their husbands to decide whether to evacuate or not. The men in this culture are the main decision makers (Schwoebel and Menon, 2004). Conversely, gender based responsibilities often dictate that men are strong; they serve as protectors and leaders. As a result they engage in high risk activities which can increase their exposure to hazards. This was observed during Hurricane Mitch where a significant number of men died as a result of their participation in mid-event search and rescue activities (Delaney and Shrader, 2000). This illustrates that both men and women can be vulnerable during disasters depending on their perceived gender roles and responsibilities as determined within a localised context. Therefore, understanding gender roles is necessary. In light of the growing intensity of disasters on a global scale, efforts must be made to reduce disaster-related vulnerabilities and risks. In this instance, disaster preparedness and planning plays a crucial role in reducing societies' risk to disaster.

Disaster preparedness can be described as a tool that can help reduce vulnerabilities whilst building social, economic and political capacity within communities at risk. Disaster preparedness also includes the implementation of measures and the formulation of policies before destructive events occur to allow for prevention,

mitigation and readiness (Veenema, 2013: 731). It is therefore crucial to have plans in place that will ensure the reduction of societal vulnerabilities and risks to mitigate the occurrence of destructive events and curb the loss of life and property. However, efforts to reduce vulnerabilities and risk through disaster planning need to acknowledge and address the role of gender and the disparities it creates if such plans are to be effective (Lambrou and Pianna, 2006). The United Nations (2007: 9) states that disaster risk reduction and its associated activity of disaster planning has long been a largely male dominated affair. Yet it is clear that the full and balanced participation of everyone in society makes it more effective. Fordham (2009) in Wisner et al. (2012) emphasised the fact that men and women experience disasters differently and in most cases, women's knowledge, skills and capacities are not utilised in disaster preparedness plans. This results in misrepresentation of disaster preparedness activities, which in turn keeps them in a state of vulnerability to disaster impacts. Therefore, integrating the knowledge that marginalised gender groups have about disasters in preparedness planning could greatly reduce a society's disaster risk (Quarantelli, 1995; Rodriguez et al., 2007). This fact serves as the theoretical basis for gender integration in disaster preparedness planning (Twigg, 2004).

Gender integration entails ensuring collective action from everyone for effective representation in community initiatives (German et al., 2006). Gender integration can be understood as the involvement of every sector of society in activities which impact on society as a whole, despite their social orientation and economic status. Topping and Maloney (2005: 1) point out that inclusiveness has to do with people and society valuing diversity and overcoming barriers in policies, strategies, plans and programmes. Gender integration is vital in order to empower communities and nations to successfully build the resilience to enable them to face the challenges posed by disasters (Abir et al., 2013: 39). In this regard, gender integration in disaster preparedness planning must ensure the full participation of every community

member to reduce vulnerabilities and risks. This suggests a need for a multi-stakeholder approach to disaster risk reduction activities such disaster planning.

The need for multi-stakeholder involvement, including gender integration into disaster risk reduction (DRR), activities is reinforced by international and national policy frameworks. For instance, the newly formulated international policy document for DRR, the Sendai Framework, emphasises that while states have overall responsibility for reducing disaster risk; it is a shared responsibility between government and relevant stakeholders such as Non-Governmental Organisations (NGOs), private companies and affected communities (Zia and Wagner, 2015). The significance of multi-stakeholder involvement in effective DRR is also stressed within the South African context by the Disaster Management Act No 57 of 2002 (Republic of South Africa, 2003). The Act categorically states that disaster risk-reduction is essentially a multi-stakeholder activity with government serving as the lead agency for such interventions. However, limitations by government such as diminished human and financial capacity has impaired its ability to effectively carry out this mandate (Van Niekerk, 2008). As a result, non-state actors such as NGO's intervene to provide stakeholders with support. Benson et al. (2002) highlight that NGOs can play an important role in disaster risk reduction as they usually work with the poor and marginalised communities. This is particularly true for those dealing with issues surrounding inequalities such as those linked to gender disparity. NGOs also have the advantage of implementing suitable disaster preparedness plans which cater for the needs of specific groups. Van Niekerk (2008: 8) suggests that in most cases, NGOs have in-country resources and are not extensively laboured by bureaucratic channels compared to public organisations. This makes NGOs more responsive to community needs and allows them to operate faster than governments. As such, it is important to ensure that NGOs as stakeholders employ gender integration in disaster preparedness planning. All members should be involved in the process. In this context, the study focuses on an NGO called World Vision International based in South Africa (WVISA). WVISA is an international Christian relief, development and

advocacy organisation dedicated to working with children, families and communities to overcome poverty and injustice (World Vision International, 2011). It operates within South Africa at multiple sites across the country, including the World Vision (WV) office in Limpopo province. As an NGO, WV implements development programs which have a community disaster preparedness plan among its core components. Gender is one of the cross-cutting themes identified in WV Learning through Evaluation with Accountability and Planning (LEAP) guidelines. The LEAP guidelines dictate that development programmes should incorporate gender aspects in order to tackle the challenges poverty poses on communities and acknowledge that disaster preparedness planning is integral to development (Gwynne and Miller, 2011More so, specific focus was on South Africa which is a developing country of which issues of gender integration need to be addressed as men and women perform different roles which greatly influence their participation in disaster issues

## 1.2 The problem statement

In light of the disparities, inequalities and increased vulnerabilities that stem from disaster impacts in a community among women, men, girls and boys, there is a need to acknowledge the necessity for disaster preparedness plans with a gender integration focus. This is in order to reduce gender-based vulnerabilities in disaster contexts. Thus, the study determined the current extent of gender integration in disaster preparedness planning conducted by WV in Limpopo province. ). Thus, this organisation was chosen for convenience and accessibility but more to this was that the research being an employee of the same organisation would need to add more value to gender integration in programming especially in the area of disaster preparedness. This will help in ensuring that research findings and recommendations of this study will be used for good operation in the area of disaster preparedness by World Vison.

## 1.3 RESEARCH QUESTIONS

The research questions for the study were as follows:

- What is the relationship between gender and disaster risk?
- What are the theoretical perspectives for gender integration as a means to reduce disaster risk?
- What guidelines exist to promote effective implementation of gender integrated programming in WVL?
- To what degree is gender integrated into planning within WVL?
- What recommendations can be made to ensure effective gender integration in disaster preparedness plans?

## 1.4 Research objectives

The research was conducted in order:

- To determine the relationship between gender and disaster risk.
- To highlight the theoretical perspectives for gender integration as a means to reduce disaster risk.
- To determine what guidelines exist to promote effective implementation of gender integration programming in WVL.
- To determine the degree of gender integration into planning within WVL.
- To recommend ways to improve WVL's gender integration in disaster preparedness plans.

## 1.5 CENTRAL THEORETICAL FRAMEWORK

The study focused on two central theoretical statements as the foundation for the research. The first statement states:

*"…disasters are social phenomena that have roots in the social structure itself"* (Rodriguez et-al., 2007: 11). In this case, the argument is that disasters are social phenomena that affect people differently depending on how society is

organised. Quarantelli (1992) points out that disasters result from the manifestation of social vulnerabilities which are problems of a social nature. Consequently, to address disasters and associated risk, social conditions should be taken into consideration for it to be effective. This position is supported by the work of Boin (2005) cited in Rodriguez et al. (2000). Boin (2005) posits that a disaster is characterised as a social disruption that originates in the social structure and might be remedied through social structural manipulations.

The second statement states that:

*"…natural disasters do not affect people equally"* (Neumayer and Plumper, 2007: 551). There are certain characteristics which influence the ability of different people to withstand the effects of adversity. These characteristics are known as conditions of vulnerability. Vulnerability refers to susceptibility of certain persons to the adverse effects of disasters. Some of the factors which contribute to vulnerability include age, poverty, race, gender and religion (Enarson, 2001). This study will focus on the importance of understanding gender. Neumayer and Plumper (2007) reiterate that certain factors linked with the roles and responsibilities allocated to men and women based on gender contribute to increased risk. Disasters impact on men and women differently. This builds on the previous concept that suggests that disasters are a social phenomenon. Understanding gendered vulnerabilities in relation to disaster will help planners to include gender in disaster preparedness plans which are context specific.

## 1.6 METHODOLOGY

The methodology discussed the theoretical paradigms and practical tools that was utilised in the study. A qualitative method in the form of a case study of WV in Limpopo was the basis of the study.  Data gathering took the form of interviews conducted with WV staff. This took account of the various levels of project leadership. In addition, critical documents developed by or for WV were reviewed.

## 1.7 EMPIRICAL INVESTIGATION

Empirical research involves using research methods to investigate the world of observations and experiences (Babbie and Mouton, 2010). The research design usually entails the methods used to investigate issues or concepts under study. The preferred research design for this study was qualitative research method. It is through this method that the techniques and instruments for data collection were determined.  As such, the qualitative data collection method and its related tools of interviews, document review and case study analysis were discussed in terms of how they relate to the study of WV and gender integration within their policy documents. The first issue to be explored relates to the research design.

## 1.8 RESEARCH DESIGN

A qualitative research method emphasises words rather than quantification in data collection and analysis (Bryman, 2012). It focuses on social reality and how people relate to their social world (Miles et al., 2014). A qualitative research method is a holistic method which involves the use of inductive reasoning and is usually carried out in the subjects' natural environment. In qualitative research, the subjects of the study are people, instead of objects or organisms.  Babbie (2011: 323) points out that qualitative field research provides a deep understanding of the topic and it provides flexibility to a research intervention. Its flexibility can help researchs probe participants for in-depth information relevant to the study. This might not have been possible, had the study been rigidly structured, as is the case in quantitative research. Qualitative research has a specific advantage because it can produce more expressive data to explain the scenario being investigated (Welman et al., 2005). Utilising the qualitative research method is ideal for a small scale case study like this because it allows for more in-depth knowledge of the phenomenon under investigation (Bryman, 2012). Furthermore, the qualitative research method helps with context - specific recommendations rather than relying on generalisation, which might not be applicable to other settings. This gives the method much credit, especially when

studying issues within social settings, which always vary because of social influences such as culture, values and beliefs. For the purpose of this research, a case study was used as a qualitative research design tool that seeks to achieve context-specific results.

### 1.8.1 Case Study

A case study is a qualitative research design tool which can be used for context specific studies. In this instance, the case study will focus on gender integration in the policies of WVL Province of South Africa. Case studies take multiple perspectives into account and attempt to understand the influences of multi-level social systems on subject perspectives and behaviours (Babbie, 2011). Case studies provide context-specific results that are useful and valid in a specific context but may not be replicable in different contexts (Bryman, 2012). Utilising a case study has the great advantage of being less time consuming while correspondingly saving on resources because only a single instance of social phenomenon is under study (Babbie and Mouton, 2010). Case studies also allow the use of multiple sources of data including interviews and documents, consequently providing enough data for the research to base conclusions and recommendations (Bryman, 2012). This enhances the reliability of data collected because the different techniques of collecting data tend to complement each other, for example interviews and document reviews. It is crucial to assign the correct sample for the case study, if data reliability and saturation is to be achieved. Therefore, the next paragraph focuses on the sampling technique that was applied in the study.

**1.8.2 Sampling**

The technique of selecting a segment of a population for the purpose of the study is called sampling (Bryman, 2012). Thus sampling entails the process of identifying and selecting the right participants for the study. De Vos et al. (2011: 223) state that "*A sample comprises of elements or a subset of the population considered for actual inclusion in the study*..." In this case, a sample is a small group of elements representing a bigger group. It is crucial to attain the right sample for a study as it ensures that accurate data is collected and data saturation is achieved.  Many types of sampling methods are available to the research to conduct research, but in this instance, purposeful sampling has been selected as the most appropriate sampling method.

Purposive sampling was used to achieve the objectives of the study. Purposive sampling is a non-probability sampling method in which the units to be observed are selected on the basis of the research's judgment of the most useful representatives (Babbie, 2011: 179). This means that the research will select a sample based on the information required by the study to achieve intended objectives. In this instance a purposive sampling procedure was used to select a sample of ten WVSA employees who had crucial insight into the subject matter of the study. The small sample (ten WVSA employees) offers a great advantage of achieving data saturation because it focuses on attaining only the relevant information and themes required to achieve the research objectives.

 The sample included the National Director of WVSA who was asked questions regarding the activities of WVSA in disaster preparedness. The Head of Disaster Management and National Coordinator in WVSA were interviewed to establish whether there are any statutory and regulatory guidelines that promote gender integration in disaster preparedness. WVSA Operations Programme Manager, Gender Specialist, as well as two Gender Facilitators were interviewed in order to establish whether there is gender integration in disaster preparedness planning. Three WVSA area managers in Limpopo participated in one-on-one interviews in order to

determine the perspective of WVL on gender inclusive disaster risk reduction. These ten WVSA employees participated in semi-structured interviews which were used as a data collection method. Finally, purposeful sampling methods were used to identify specific documents compiled by the WV organisation. These include key policy documents and reports regarding disaster preparedness plans and gender policies. There was a need to use suitable data collection tools to a selected sample as this ensures that research questions are answered.

### 1.8.3 Data collection tools

Research credibility and trustworthiness were ensured in this study through the application of multiple methods of data collection (Bryman, 2012). To collect data, an in-depth review of literature was conducted and this was supported by semi-structured interviews with the ten respondents from WV in South Africa. Both these processes are now discussed in more depth.

### 1.8.3.1 Literature Review

A literature review acts as a basis for addressing the research problem by tracing the origin of the problem and the existing knowledge on the subject (Tlhoalele et al., 2007: 561). Additionally, a literature review is crucial to the research process as it gives a theoretical background to the study and assists in identifying theoretical gaps which serve as the basis for embarking on a study. In this study, the literature review focused on establishing a theoretical grounding associated with the fields of gender, disaster risk reduction and preparedness. Leading authors on the subject of gender and disaster risk that include Enarson (2001); Fordham (2004); Peek (2008) and McEntire (2011) will be consulted for the purpose of this study. These expert sources were complimented by additional sources from the following databases:

- Catalogue of thesis and dissertation of South African Universities (NEXUS)
- Catalogue of books: Ferdinand Postma Biblioteek (North – West University)
- EBSCO Academic Search Elite which give access to online accredited articles from international sources which include books and peer reviewed accredited journals.

The information from this literature review guided the research in formulating semi-structured interview questions which helped to answer the research questions.

### 1.8.3.2 Semi-structured interviews

Semi-structured interviews typically refer to a context in which the interviewer has a series of questions that are in the general form of an interview guide. They usually have some latitude to ask further questions in response to some significant replies (Bryman, 2012). The interviewer is able to deviate from predetermined questions in order to ask follow-up or probing questions based on the respondents' response (Du Plooy, 2002). This type of interview allows for more flexibility for follow up questions and the research can adapt the approach to each respondent's interview needs, adding richness to the data collected (Maartens, 2011). Therefore, semi-structured interviews guarantee reliability of the data because follow up questions allow thorough explanation of concepts given. A semi-structured interview has the advantage that respondents answer in their own terms and this can help generate more information on the research topic. It creates interaction between the interviewer and respondents and also gives valuable insight to help achieve research objectives. The questions asked during the interview will serve to answer the objectives of the study.  Once the semi-structured interviews were completed, it was necessary to analyse the data in order to reach conclusions. The process of data analysis needs to be discussed in more detail.

### 1.8.4 Data analysis

Data analysis describes the way in which data is managed and it is a stage fundamental to data reduction (Bryman, 2012; Babbie and Mouton, 2010). It is important for the research to engage in this process of data analysis soon after collecting data as it facilitates detailed data recall that might be forgotten if analysis is delayed. The research was involved in primary analysis of data collected from semi-

structured interviews and document analysis. To facilitate the data analysis, the research employed the process of categorising data sources. This process was necessary as it was important to identify prominent research categories based on the theoretical framework. Categorising data also ensured that vast quantities of data became more manageable for the research (Bryman, 2012). In the context of this study, categories were aligned according to specific elements and concepts derived from research theoretical framework. Occasionally, the methodology used for the study created certain limitations for the research. Some of the key limitations are highlighted below.

### 1.8.5 Limitations and delimitations

Limitations of the study refer to conditions that restrict the research (Mouton et al., 2006). In this study, a case study was used as a qualitative research design. A case study has some limitations in that it does not give room for generalisations. This is because the results are always context specific. Although a case study can achieve reliability by providing context specific results from a manageable group or setting, it tends to be limited by its inability to replicate the study results as these cannot be generalised. Case studies as a tool are also limited by their failure to represent broad scale issues. Case studies are limited by the nature of the situation being examined, in this case, the WV in Limpopo and gender integration in disaster preparedness planning. As a consequence, the findings are not necessarily applicable to the day-to-day functioning of other NGOs and government departments. It should however be noted that these institutions could learn lessons from the study even if it does not reflect their current realities.

Specifically, it is necessary to get consent from WVSA superiors, for example the National Director for WV in South Africa, to undertake semi-structured interviews with other employees. The research highlighted the purpose of the study to the superiors, to inform and clarify the research's intentions and the extent of the

research. In any research, the research must guarantee safety and avoid harm to interview participants. Although consent was obtained from superiors, it was also necessary to seek consent from participants before conducting the interview. These participants were informed about the purpose of the study. They were given the option to terminate their participation in the study at any stage.

The practical limitation of time imposed by the degree program requires that the research conduct the research within ten months and submit a mini-dissertation to the Academic Registration department.  There was limited time for the research to explore many concepts. As a result, the research limited the focus of the study to the WVSA gender integration in disaster preparedness planning. Although there was limited time to conduct the study, it was a significant contribution to gender integration in preparedness plans and therefore provided direction for future work by WV South Africa in Limpopo to help reduce risks and vulnerabilities.

## 1.9 Significance of the study

The significance of this study is to ensure WV in South Africa contextualises its programs by taking into consideration social constructs such as gender. The findings of the study can serve as the basis for informing recommendations which could help WV in Limpopo to design improved gender inclusive disaster preparedness plans.  The evaluation made is available to WV and it was anticipated that recommendations could help to provide direction for future work by the organisation. The following section highlights the ethical considerations associated with the proposed research.

## 1.10 Ethical considerations

It is important to employ ethics when conducting research, especially when people are involved. Ethics pertain to doing well and avoiding harm (Bryman, 2012; Babbie,

2011). Harm can be avoided through the application of ethical principles which include avoiding harm to participants, informed consent, the avoidance of invasion of privacy and ethical transgressions. The research avoided ethical transgressions and deception to maintain integrity of the study. Deception refers to deceiving participants in order to obtain information for the study (Bryman, 2012). To avoid transgressions, the research had to seek permission from the responsible authorities to conduct research and use WV South Africa organisation for the case study. For the purpose of this study, informed consent was given by WVSA National Director in the form of permission to allow the research to use the organisation for the case study. The research avoided ethical transgressions in order to maintain the organisation's integrity. To ensure integrity, the research had to fully explain the purpose of the study to WV South Africa senior authorities and participants of the interviews.

Furthermore, the research made certain to avoid invasion of privacy. Informed consent promotes and honours the right to privacy while invasion of that right is unethical (Babbie, 2011). When categorising the data, the research avoids highlighting the names or titles of the participants who provide the responses. The data was categorised accordingly and this made the interview participants not to be identified by their positions or names. The results of the study will also be shared with the organisation. Babbie (2011) highlights the importance of de-briefing participants after completing the research and reaching a conclusion. Providing feedback of the recommendations and conclusions reached by the study also earns the research and the study integrity, as its significance can be realised and appreciated.

More specifically, reviewing of ethical considerations by the ethics committee also helps to improve the quality of the study if their recommendations are taken into consideration (Bryman, 2012). This improves the quality of the study as it will ensure that ethical principles are not compromised. Therefore, ethical considerations are crucial to guarantee quality of the research while maintaining the integrity of the research. If ethical principles are honoured throughout the research, then the study

earns a great deal of credibility. The section below highlights the different chapter contents of the study and their significance to the study.

**1.11 Provisional chapter layout.**

The research consists of five chapters and the content of each of them is explained in the section below:

**Chapter 1: Introduction**

This chapter is the introductory section of the study and it attempts to determine the relationship between gender and disaster. It provides readers with the background information and focus of the study. It is also in this chapter that the preliminary overview of the study will be provided.

**Chapter 2: Gender and disasters, theoretical tenants**

This chapter establishes the relationship between gender and disaster. It also explores the theoretical tenants for gender integration in disaster preparedness. The literature review from this chapter forms the basis for the empirical study.

**Chapter 3: Research methodology**

This chapter provides an outline of methods employed to collect data and gather information for the purposes of the study. Different data gathering tools which include semi-structured interviews and a literature review are explored to greater depth.

**Chapter 4: Empirical findings**

This chapter presents the data and an analysis of research findings. Analysis of data in this chapter helps to determine the degree of gender integration into disaster preparedness planning within WV especially in Limpopo. It determines the guidelines that exist to promote integration of gender in WV using categories from theoretical frameworks established through the literature review.

**Chapter 5: Conclusions and recommendations**

Conclusions and recommendations relating to gender integration in disaster planning within WV are covered in this chapter.

**1.12 Conclusion**

Social constructs such as gender influence disparity vulnerabilities among people of the same society. Such vulnerabilities usually emanate from socio-economic structures which create imbalances in relation to distribution of power, wealth and resources. Additionally, disparity vulnerabilities are worsened by such adverse events like disasters resulting in people from the same society being affected differently. It is therefore significant for actors to consider gender integration in any initiative or programme they might need to implement in any given context. A platform for gender integration is necessary at every stage of any initiative in order to reduce disparity among people of a given society. Gender integration is also necessary in disaster risk reduction initiatives in order to reduce disparity vulnerabilities.

## CHAPTER 2: GENDER INTEGRATION IN DISASTER RISK REDUCTION, POLICY AND PRACTICE

### 2.1 Introduction

In developing disaster preparedness plans, it is important to ensure that various aspects are taken into consideration so as to achieve effective disaster risk reduction. Gender is one of the aspects which tend to influence people's vulnerability and risk to adverse events like hazards and disasters. The different gender roles which men and women, boys and girls of the same society perform expose them to different levels of vulnerabilities. Consequently, this chapter will focus on the relationship between gender and disasters. A comprehensive outline of how gender influence people's vulnerability and risk to disasters will be conducted. The argument that, 'disasters are social phenomena that affect people differently depending on how society is organised' will provide the basis for most discussions.

The pressure and release model will be employed to explain how certain gender groups find themselves in a more vulnerable state. This helps to highlight the effect of access to resources on people's lives and also in determining their vulnerability to disasters. Finally, the participatory action research will also be critically discussed and explored in relation to disasters and in mitigating the consequences to vulnerable groups. Discussions on these models will establish the foundation of ensuring gender integration in disaster preparedness planning.

The literature review will seek to answer the following research questions;

- What is the relationship between gender and disaster risk?
- What are the theoretical perspectives for gender integration as a means to reduce disaster risk?

In order to answer these research questions, it is important to understand the meaning of key terms used throughout this study. The section below will outline the

definition of key terminology to be used throughout the chapter and the study as operational definitions. The key terms or words which are defined and outlined in this section include disaster, gender, risk, vulnerability, disaster preparedness, and disaster risk reduction.

**Key terms**

It is necessary to understand the meaning of the key terms which are going to be used throughout this study in order to follow the discussions in all the chapters.

- **Disaster**

Disaster describes a situation which has consequences in terms of serious damage, loss of livelihood, economic disruption and casualties which are too great for affected people to deal with property on their own (Wisner et al, 2012). For a situation to be described as a disaster, the impact should be overwhelming for a society's ability to cope (Twigg, 2004). In addition, Maarten (2011) highlight that disasters result in loss of lives and assets, leading to disruption of livelihood opportunities and access to social services. South Africa (2002) on Disaster Management Act (no.57)  highlights similar aspects in defining a disaster as a serious disruption of society's day-to-day operation which may result in loss of material and life when the affected community fail to cope using available resources (South Africa 2002; Maartens 2011; Robinson 2011; Lindell 2011; Le Masson 2013). Disaster therefore describes the negative impacts caused by an event and resulting in serious destruction of property, loss of life and resulting in failure by affected community to cope with resources at their disposal. There seems to be gender differentials linked to the impact of disasters and this poses a need to understand the term gender.

- **Gender**

The term gender is a neutral term that refers to a set of notions and case-specific social norms and expectations of a given society with regards to likely behavior, characteristics and attitudes of both men and women (Saito and Sumoto 2006). Kabeer (2003) adds that gender describes rules, norms, customs and practices by which biologically-associated differences are translated into socially constructed deviations between men and women, boys and girls. According to Enarson, (2009: 17) gender is:

> "*The array of socially constructed roles and relationships, personality traits,*
>
> *attitudes, behaviors, values, relative power and influence that society*
>
> *ascribes to people on a differential basis.*"

Gender describes agreed social norms, values, customs and practices which determine how men and women behave and the different roles they are expected to perform. Such a differential in roles expose people of the same society to different vulnerabilities and explanation of the meaning of vulnerability is given below:

- **Vulnerability**

The term vulnerability describes the characteristics and circumstances of a person, community, system or asset that influences their capacity to predict, cope with, resist, and recover from the adverse effects of destructive events (Lavell et al. 2012; Baker 2009; World Bank 2010).Vulnerability can be regarded as a measure of proneness to disaster, along with ability to withstand or react to adverse consequences of disaster events (Boin and Hart 2006; Mc Entire 2011). According to Wisner et al (2004:11) "vulnerability is the characteristics of a person or group and their situation that influences their capacity to anticipate, cope with, resist and

recover from the impact of a natural hazard". Vulnerability is a measure of human wellbeing that integrates environmental, social, economic and political exposure to potential harm (Bohle et al 1994; World Vision International 2007). In other terms, vulnerability entails the degree to which a given group or society can survive adverse events like hazards and disasters. Vulnerable groups are usually at high risk of being affected by disasters.

- **Disaster risk**

Lavell et al (2012) highlight that disaster risk is a combination of physical hazards and vulnerabilities of the exposed elements or groups that can result in disrupting normal operation of the affected community or society. Disaster risk is defined by Mokhlesur (2013) as,

> *"….. the likelihood of severe alterations in the community due*
>
> *to hazardous physical events interacting with vulnerabilities over*
>
> *a specified time period and leading to extensive adverse impacts …"*

In general terms, disaster risks describe the potential occurrence of serious interruptions to a given society due to the interaction between hazards and vulnerabilities. The potential loss in lives, health status, livelihoods, assets and services which might occur to society over sometime due to disasters can be understood as disaster risk (UNISDR 2009; Lindell 2011; Wisner et al 2012). Turnbull (2013) points out that disaster risk is the potential of disaster loss in lives, health status, livelihoods, assets and services that could occur to a society or community over a specified period of time. Disaster risk can be viewed as the possibility of interaction between hazards and vulnerabilities which may result in great loss of life or property. There are ways to mitigate disaster risk in order to avoid loss of life or property and minimise damage. This can be achieved through successful implementation of disaster risk reduction initiatives, which promote gender

integration, in order to harness gendered vulnerabilities. A brief description of disaster risk reduction is given below.

- **Disaster risk reduction**

The practice of reducing disaster risks occurs through the systematic efforts to analyse and manage the causal factors of disasters which can involve reduced exposure to hazard, lessened vulnerability and improved preparedness (Mokhlesur 2013; Le Masson 2013; Robinson 2011). Twigg 2004 agrees with the previous definition by adding that, disaster risk reduction refers to the broad development and application of policies, strategies and practices to minimise vulnerabilities and disaster risks throughout society by prevention, mitigation and preparedness. The approach which aims to reduce risks and losses, enhance resilience of people and protect social, economic and environmental assets of communities entails disaster risk reduction (UNISDR 2009). Briefly, disaster risk reduction describes strategies and comprehensive initiatives which focus on reducing vulnerabilities, risk and curbing occurrence of adverse events which can cause great loss. To foster disaster risk reduction, it is crucial to employ disaster preparedness initiatives which enable participation by everyone in society to curb disasters. An explanation of the term disaster preparedness is given below.

- **Disaster Preparedness**

Disaster preparedness requires that specific measures be taken before a disaster or hazard strikes in order to reduce its extent (Twigg 2004). Activities and measures taken before a disruption and to forecast and warn against them and ensure effective response by community can be understood as disaster preparedness (Benson et al 2001; Wisner et-al 2012). UNISDR (2007) refers to preparedness as the knowledge

and capacities development by government, community and other stakeholders effectively anticipate, respond to and recover from impacts of a hazard or disaster. It can be concluded that disaster preparedness includes all efforts by community dwellers, civil society and government to build capacity on reacting and responding to disruption. Disaster preparedness describes any activity that has the potential to save lives, decrease property damage and reduce the possible negative impacts of disaster events (Hocke 2012). In essence disaster preparedness involves initiatives which aim to reduce vulnerabilities and risks to avoid loss when destructive events occur.

## 2.2 Theoretical framework of understanding disasters

Disaster is any event that arises when extreme agents intersect with social system, generate negative consequences and result in serious disruptions to normal activities (Quarantelli 1998; Rodriguez et al 2007). Although influenced by nature, disasters can have a human origin and usually describe a sudden calamitous event that seriously disrupts the functioning of community and loss of property (Twigg 2004; Wisner et al 2012; Turnbull et al 2013). There are different types of disasters and emergencies and table 2.1 below outlines the six main categories

*Table 2.1: Types of disasters and emergency*

Disasters and emergencies are sometimes grouped into six main categories:

- **Natural, rapid-onset**: These are triggered by natural hazards such as earthquakes, cyclones, floods, landslides, avalanches, volcanic eruptions and certain types of disease epidemics. They occur suddenly, often with very little warning.

- **Technological, rapid-0nset:** These are the result of industrial accidents (for example a chemical or oil spill or nuclear accident), major transport accidents, or disruption to other technological systems. They also occur suddenly, with little warning.

- **Slow-onset:** This term is used mostly to refer to food shortages or famine triggered by drought or pest attacks on crops, where the crisis builds up over several weeks or months. It covers disasters caused by environmental degradation or pollution.

- **Complex political emergencies**: Natural hazards, especially drought, may be a factor here, but a complex political emergency is characterised by protracted political instability and often high levels of violence.
- **Permanent emergencies:** These are the result of widespread structural poverty that requires more or less permanent welfare, but can be made worse by natural hazards.
- **Mass population displacements**: Displacement can be a cause or consequence of other types of emergency.                    **Adapted from Twigg, 2004**

Despite the origins of the type of disaster, the impact of a disaster is heavily influenced by the degree of the communities' vulnerability. This vulnerability is not

natural (Twigg, 2004; Wisner et al., 2012). Quarantelli (1992) concurs with this assertion by highlighting that a disaster is not a physical happening; it is a social event because the actions and decisions of human beings and societies may influence the impact of disasters on their lives or property. An example of this is government allowing people to occupy flood plains, people building unreinforced houses, delays in evacuation, providing inadequate information or warnings about imminent disaster impacts. The examples given provide support to the theoretical notions of Quarantelli (1992), Twigg (2004) and Wisner (2004) that disasters are not purely natural events. The sections below will elaborate on the perspective of viewing disasters as social phenomena.

## 2.2.1 Disasters as social phenomena

Disasters are social happenings which have roots in social structures (Quarantelli, 2005; Rodriguez, 2007). The World Bank (2010) points out that earthquakes, droughts floods and storms are natural hazards, but unnatural disasters are the deaths and damages that result from human acts of omission and commission. Disasters are sudden, onset occasions that seriously disrupt the routines of collective units and cause adoption of unplanned courses of action to adjust to disruption, having unexpected life consequences designated in social space, time and posing danger to valued social objects (Rodriguez et al., 2007;  Aragon–Durand, 2009; Quarantelli, 2005). Despite the sudden occurrence of disasters, viewing them as social phenomena can help enhance a community's capacities as its impacts may be reduced and managed.

Furthermore, there are certain implications of viewing disasters as social phenomena (Quarantelli, 1992; Quarantelli, 2005). The first implication is that prevention and mitigation need to emphasise social rather than physical solutions to the problem.

The argument here is that disasters are a manifestation of social vulnerabilities of a social system and might be remedied through social structural manipulations (Quarantelli, 1992; Rodriguez et al., 2007; Baker, 2009). Consequently, it is crucial to understand the different levels and causes of people's vulnerabilities, especially the prevailing social systems which cause people to live in disaster prone zones (World Bank, 2010; Fordham, 2012; Enarson, 2002). A disaster exposes the cumulative implications of decisions by affected people to be taken either individually or collectively, on the social construction of risk (World Bank, 2010; Rodriguez, 2007). The idea is that human actions and decisions influence society's future experiences, even in relation to disasters.

Secondly, emphasising disasters as social happenings limits assumptions that most disaster planning needs technology which involves 'technical' decisions (Quarantelli, 1992; Quarantelli, 2005). The impact of disaster is heavily influenced by the degree of vulnerability which does not require 'technical' decisions but rather result from economic, social, cultural, institutional, political and psychological factors that shape people's lives and create the environment they live (Twigg, 2004; Wisner et al., 2012). Vulnerabilities are not natural but instead, are socially constructed by relationships in the social systems which need social changes to deal with root causes of disasters (see figure 1 PAR model). This means that social happenings like disasters require social solutions rather than technical ones.

Thirdly, viewing disaster as being social rather than physical in nature implies proactive rather than reactive stances which encourage people to do something before a disaster occurs (Quarantelli, 1992). This is linked to the aspect of making informed decisions and taking action, rather than waiting for the destructive event to occur before acting - for example having policies in place to stop people from staying in earthquake or landslide prone areas (World Bank, 2010; Baker, 2009; Aragon-

Durand, 2009). Social decisions are made to avoid suffering from consequences of natural hazards.

Fourthly, describing disasters as social rather than physical occurrences helps people in social settings understand that it is influenced by internal factors. (Quarantelli, 1992; Quarantelli, 2005; Rodriguez et al., 2007). There is need for society and social structures to do introspection of the practices which tend to expose different people's vulnerabilities. Aragon–Durand (2009:41) states that,

> "*Risk management should begin at the local level because it is at the local level that new emerging social actors such as Non – Governmental Organisations (NGOs) and private agents are increasingly concerned with reducing vulnerability*"

Despite external help by development and humanitarian agencies to realise that internal factors influence the level of vulnerability and the risk people can be exposed to, there is need for the society to be pro-active in challenging socially embedded determinants like gender in reducing gendered vulnerabilities.

Lastly viewing disasters as social phenomena helps affected communities to be ready to act and realise that ongoing processes like policy formulation and programme designing can reduce societal vulnerabilities if they can place emphasise on solving social factors that expose them to risk (Quarantelli, 2005; Quarantelli, 1992). In this case, disasters should be seen as indicators of development failure which can result in revising the strategies, policies and processes which hamper the success of such initiatives to have positive impacts. Disaster vulnerability is influenced by access and control of key resources which can be shaped by age, physical ability, citizenship, social and cultural group and gender stems from social construction.

## 2.3 Theoretical perspective on vulnerability and capacity

The United Nations International Strategy for Disaster Reduction (UNISDR, 2009:30) defines vulnerability as, "characteristics and circumstance of a community, system or asset that makes it susceptible to the damaging effects of a hazard." Vulnerability is seen as the outcome of a mixture of environmental, social, cultural, institutional, economic structures and processes related to poverty which expose society to risk (Brouner et al., 2007). The social characteristics of a society such as gender, age, occupation, marital status, sexuality, race, ethnicity, religion may have a bearing on potential loss, injury during hazards (Wisner et al., 2012). Vulnerability of a given group of people or society has a bearing on their capacity to withstand adverse effects of hazards and disasters. As such the section to follow will create a deeper understanding of the process of how vulnerability is constructed socially. To guide the understanding, the Pressure and Release (PAR) model is employed to explain how certain gender groups finds themselves in more a vulnerable state and how vulnerability progresses.

## 2.3.1 Pressure and Release (PAR) Model and the progression of vulnerability

The Pressure and Release (PAR) model (see figure 2.1) was introduced by Davis (1978) then developed by Blaikie et al. (1994) and modified by Wisner et al. (2012). The PAR model illustrates that disasters result from an interaction of two opposing forces which are hazard and vulnerability (Masson, 2013). There are three dimensions of constraints and pressures illustrated in this model which lead to vulnerability of a group or population namely "unsafe conditions" "dynamic pressures" and "root causes" (Blaikie et al., 1994). Wisner et al. (2012) points out that vulnerabilities are reflected or seen under unsafe conditions but are a result of dynamic pressures which emanate from the root causes. Figure 2.1 below illustrates the relation or PAR model and progression of vulnerability.

**The progression of vulnerability**

| Root causes | Dynamic Pressures | Unsafe conditions | | Disaster | Hazards |

**Social and economic structures**
. Distribution of power
. Distribution of wealth
. Distribution of resources

**Ideologies**
. Nationalism
. Militarism
. Neoliberalism
. Consumerism

**History and culture**
. Colonial and post- colonial heritages
. War and post-war fragility
. Traditions and religions

**Societal deficiencies, lack of**
. Local institutions
. Training and scientific knowledge
. Local investments
. Local markets
. Media freedom
. Ethical standards in public life
**Macro-forces**
. Rapid population change and displacement
. Rapid urbanisation
. Unstable economy
. Poor governance
. Armed conflict
. Land degradation
. Decline of biodiversity

**Natural resource**
. Lack of arable land and water
. Lack of biodiversity resources
**Physical resources**
. Dangerous locations
. Unprotected buildings
**Human resources**
. Fragile health
. Limited skills
**Social resources**
. Marginalised groups
. Limited networks
**Economic resources**
. Poor market access
. Low income
**Political resources**
. Poor social protection

Disaster Risk
=
Hazard x Vulnerability

**Climatological**
. Coastal storm
. Thunderstorm and tornado
. Flood
. Drought
. Climate change
**Geomorphological and geological**
. Landslides
. Earthquake Tsunami Volcano
**Biological and ecological**
Human epidemic
Plant diseases and pests
Livestock plague
Wild fire
Astronomical Hazards from space

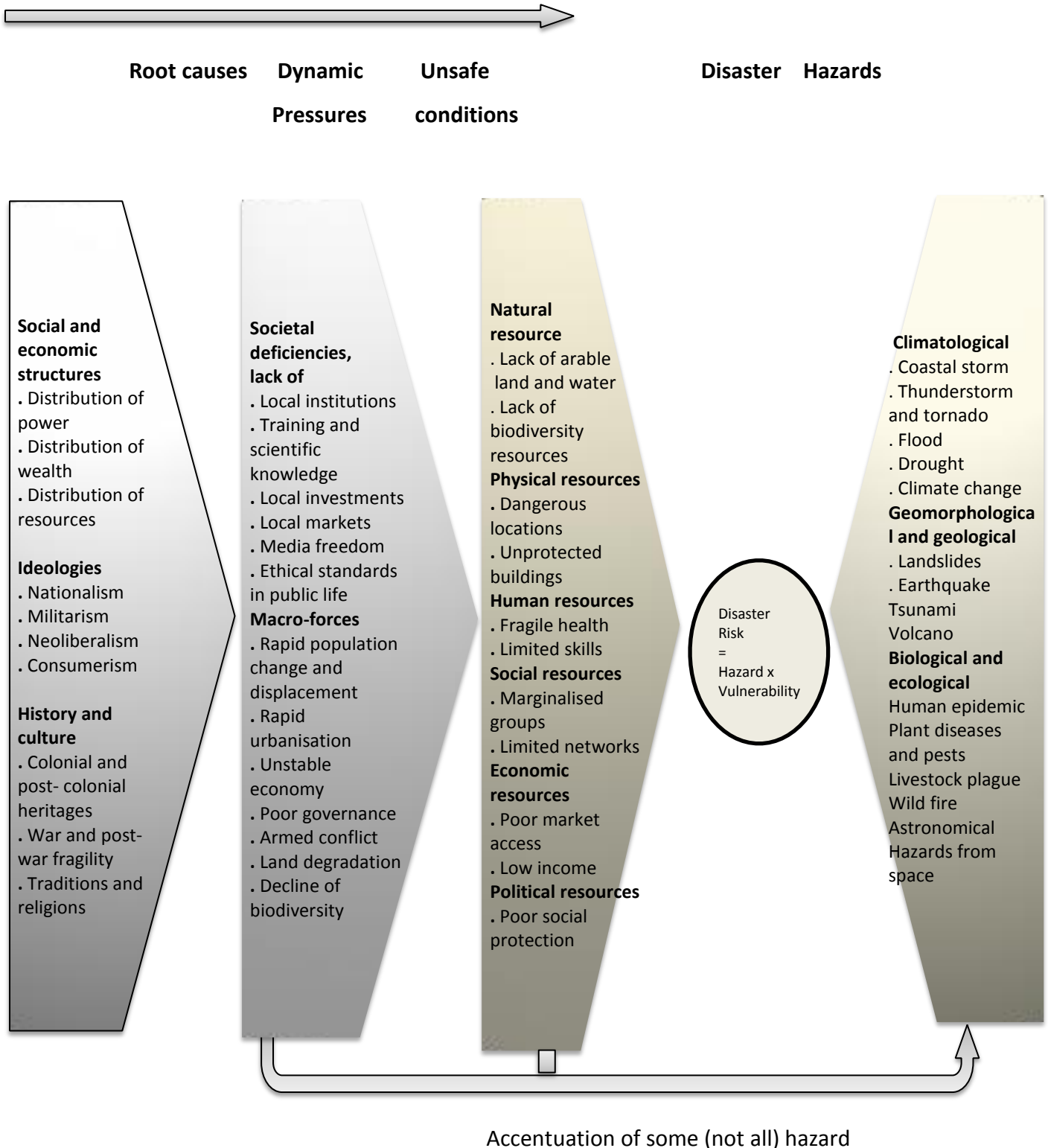Accentuation of some (not all) hazard

*Figure 2.1. The Pressure and Release Model and the progression of vulnerability* **(Adapted from Wisner et al., 2012)**

## 2.3.1.1 Root Causes

As shown in figure 2.1 above, root causes have historical origins that explain ideological and cultural assumptions that give certain structures perceived legitimacy (Wisner et al., 2012; Wisner, 2004; Twigg, 2004). Social, economic structures, ideologies, history and culture create unequal relationships among people of the same society and this adversely leads to gendered vulnerabilities. Cultural values like tradition and religion greatly influence differential access and ownership of certain resources by women and men of the same light society. In the same vain Delaney and Shrader (2002) notes that, tradition and religion influence distribution of power, wealth and resources among women and men of the same society. These origins create unequal relations in terms of distribution of power, wealth and resources as shown in figure 2.1. Such conditions lead to some groups of people being more disadvantaged than others in that they have limited access to resources and power, especially decision making because of their gender. Traditions and religion for example can be described as root causes. Consequently, certain cultural and religious traditions can result in people of the same society performing different roles, depending on social measures like age, gender, values and beliefs. These different roles could greatly influence the distribution and access to power, wealth and resources which may result in increased vulnerability for certain sectors of society. Over a period of time, some of the root causes interact to cause dynamic pressures which continuously exacerbate differential vulnerability among people of the same society.

## 2.3.1.2 Dynamic pressure

In addition, forces which emerge from or interact with root causes are described as dynamic pressure as shown in figure 2.1. Dynamic pressures tend to be forces that transmit the historic weight of root causes and impact living conditions (Wisner et al., 2012). An example of a dynamic pressure might include rapid urbanisation in response to a root cause such globalisastion. This urbanisation can be so rapid that it

41

increases vulnerabilities of disadvantaged groups and overwhelms the capacity of a government to provide basic services such as water and sanitation (Wisner et al., 2012; Le Masson, 2013). Dynamic pressures can also include development initiatives which can result in negative effects. Specifically, Twigg (2004) highlights examples related to well-intended development programmes that can increase vulnerability, for example, building embankments for new roads and railway lines (i.e. dynamic pressure to develop infrastructure) which can lead to blockage of natural flood drainage channels (unsafe conditions). International trading systems are another example of dynamic pressures which could negatively impact local investments and lead to economic marginalisation due to poor market access by some groups. Such dynamic pressures tend to expose many people to unsafe conditions and affect people of the same society differently due to different access to resources, power and wealth.

### 2.3.1.3 Unsafe conditions

Blaikie et al. (1994:25) define unsafe conditions as, "specific forms in which the vulnerability of a population is expressed in time and space in conjunction with a hazard". Unsafe conditions like dangerous locations, unprotected buildings and infrastructure, expose people to vulnerability in face of a hazard or disaster. Somehow, unequal distribution of resources, power and wealth may result in a lack of arable land, water and biodiversity resources by other groups in society due to such dynamic pressures like rapid population change and displacement. Limited skills and formal education in certain gender groups emanate from a lack of training associated with traditions of a given society in valuing formal education of one gender over the other due to different roles and responsibilities assigned to genders. The progression of vulnerability as shown in figure 1 above clearly shows how root causes embedded in social and economic structures, history and culture like distribution of power, wealth and resources are greatly influenced by dynamic pressure and expose people to a variety of unsafe conditions. This scenario clearly shows the relation between

disaster and such social constructs such as gender as people of the same society are affected differently.

## 2.3.2 Application of the PAR model to gendered vulnerabilities

The PAR model in figure 2.1 highlights traditions and religions as elements under history and culture which add to root causes of vulnerabilities. Although there are other root causes such as ideologies (nationalism, militarism, neoliberalism and consumerism), social and economic structures (distribution of power, wealth and resources) but, history and culture which have traditions and religions embedded in them and tend to greatly influence gender differentials in any given society. Traditionally, there has always been gender based division of labor which allocates certain set of roles to men and another set to women (Pincha, 2008). Some of the different traditional roles between men and women are summarised in Table 2.2

*Table 2.2: Roles of men and women in developing country context*

| Roles | Women | Men |
|---|---|---|
| Reproductive Role (Typically women) | ▪ Biological reproductive work:<br><br>  ▪ bearing and breast feeding babies<br><br>▪ Social reproductive work:<br><br>  ▪ bringing up children, cooking, cleaning, laundering, fetching water/fuel wood, etc<br><br>▪ Invisible and unpaid<br><br>▪ Favour dependent decision making | ▪ Minimal reproductive work<br>▪ Involves more mobility<br>▪ Is optional<br>▪ Is visible<br>▪ Holding decision making power |

| | | ▪ Livelihood activities |
|---|---|---|
| Productive Role (Typically Men) | ▪ Livelihood activities<br>▪ Low paid (relative to men)<br>▪ Invisible/secondary importance<br>▪ Nature of work generally based on reproductive role | ▪ Highly paid (relative to women)<br>▪ Visible<br>▪ Recognized as breadwinners |
| Community Role | ▪ Maintaining kinship relations, religious, activities, social interactions and ceremonies (births/marriages/deaths) etc.<br><br>▪ Unpaid work<br>▪ Nature of work similar to the reproductive work | ▪ Political in nature<br>▪ Assigns prestige and power<br>▪ Paid work<br>▪ Highly visible |

***Adapted from Pincha 2008***

Traditionally determined roles for men and women are a prominent root causes of gendered vulnerabilities (Enarson, 2001; Enarson and Chakrabarti, 2009; Momsen, 2010; Fordham, 2012; Le Masson, 2013). The different roles between men and women in the same society stem from traditions and religions which originate from culture. Twigg (2004) emphasises that women have a reproductive role, carrying out domestic tasks such as cooking, cleaning, fetching water and rearing of children. The nature of work in a productive role is generally based on reproductive roles and is low paid. This greatly affect distribution of resources, wealth and power among men and women of the same society I a developing country in the 21st century, resulting in gendered vulnerabilities in relation to disasters.

In addition, women in developing countries are usually marginalised in most productive roles they carry as shown in table 2.2. In this instance, women are limited to reproductive roles by societal structures and norms such that they have very little ability to engage in productive activities where real wealth is vested. Thus, they are worse of due to the marginalisation and this exposes most of them to unsafe conditions and makes them more vulnerable during hazards and disasters. The marginalisation of developing countries' women in productive and community roles somehow leads to them being politically marginalised (Enarson and Fordham, 2001; Masson, 2013). Gender specialists such as Peek (2008), Fordham (2004) and Enarson (2012) highlight that women remain a minority in governance and political institutions in the world. This emanates from most traditional and religious systems that tend to associate business and family with women's sphere while public and politics with men's sphere, thereby influencing few women to participate in public issues like disasters at higher levels (UN, 2000; Kabeer, 2003; UNISDR, 2009). Most societies are patriarchal where women have little control over decision making on issues that affect their lives (Enarson, 2001; Fordham, 2012). Twigg (2004) highlights that in most societies; decision–making is largely under male control, even on issues like division of labor and control of household assets. This means that distribution of power among men and women of the same society is unequal because one gender dominates the other, leading to exclusion or misrepresentation of the other, even politically. As shown in table 2.2, men are described as political in nature and highly visible in community roles while women's nature of work remains similar to the reproductive role. This makes women suffer most of political and economic pressures and results in them being more vulnerable than their male counterparts, even in disasters.

Conversely, men also suffer a lot of stress which can compromise their health too. As shown in table 2.2, men's productive role can sometimes force them to work in workplaces with extreme conditions so that they are able to provide for their families but at the same time, risking their health (WHO, 2004). The view that men are generally stronger due to their masculinity prevents them from expressing their emotions and it negatively affects their health (Pincha, 2008). Enarson (2001) points out that the failure of men to cope up with economic pressures among other drivers in order for them to provide for their families sometimes results in them being perpetrators of domestic violence although there other drivers of such attributes. This shows that both men and women can be vulnerable due to different pressures and as a result, be exposed to fragile conditions as highlighted in figure 2.1.

In addition, women's access to education, resources and income–earning opportunities is limited compared to men (Twigg, 2004). This is influenced by root causes like culture which include traditions and religion. Limited formal education and participation of most women in decision making can be traced to have roots in historical and cultural influences (Kabul, 2007; Enarson and Chakrabati, 2009; Abir et al., 2013). The limited exposure of women to public issues because of their roles limits their participation in decision making at both local and national level, even on issues that concern their lives (Enarson, 2012; Abir et al., 2013). This emanates from a lack of access to training and scientific knowledge which results in some having limited skills and formal education that allows them to be involved high level decision making. More so, this limited access to formal education makes women more prone to experiencing dynamic pressures such as lack of access to resources, wealth and power, training and scientific knowledge. Such disadvantages make them more vulnerable than others because they might not have the same information as men on what risky behaviour to avoid or information on early warning systems making them more vulnerable.

Throughout the world, there are rampant violations of women's human rights as they experience marginalisation and oppression (Lindell, 2011; Robinson, 2011; Mokhlesur, 2013; Otto, 2013). Momsen (2010) highlights that emotional and mental consequence of abuse leave more women vulnerable to a number of health risks, for example chronic illnesses like HIV/AIDS impacts their ability to cope with stressful situations like disasters. Kabeer (2003:156) states that,

> "*The intersection of women's long working hours in production*
>
> *and reproduction combined with their high rates of fertility takes a toll*
>
> *on their physical well-being and this is compounded by child birth.*"

Despite their fragile health, women in most societies are expected to continue to perform their traditional roles. This increasingly makes them weak and unable to withstand all pressures. This makes them more vulnerable and such events like hazards and disasters can accentuate their vulnerability as shown in figure 2.1 (PAR model).

Conversely, man also suffers a lot of stress which can compromise their health too. As shown in table 2.2, men's productive role can sometimes force them to work in extreme conditions so that they are able to provide for their families while risking their health (WHO, 2004). The view that men are generally strong due to their masculinity prevents them from expressing their emotions and it negatively affects their health (Pincha, 2008). Enarson (2001) points out that failure of men to cope up with economic pressures in order for them to provide for their families result in them being perpetrators of domestic violence. This shows that both men and women can be vulnerable due to different pressures and expose them to unsafe conditions as highlighted in figure 2.1.

Momsen (2010:1) states that the development process continues to affect women and men in different ways, for example modernisation of agriculture has altered the decision of labor between sexes. Unfair distributions of resources like land is the root cause of gendered vulnerabilities in most societies. The PAR model in figure 2.1 clearly shows that the distribution of resources can suffer macro forces like land grabbing, which can result in limited access to credit and make affected people vulnerable to hazards and disasters (Wisner et al, 2012). Somehow, vulnerability can manifest itself as material deprivation but its root causes can be traced to power relations that govern how valued resources like land are distributed in society (Kabeer, 2003). This can only be achieved by dealing with root causes embedded in cultural and socio-economic structures which tend to disadvantage the other gender.

In line with the above, capacities include resources and assets possessed by people, which can help them resist, cope and recover from diverse events like disasters which can expose their lives at risk (Wisner et al., 2004; 2010; Wisner et al 2012; UNISDR, 2012). Capacities include resources people can access, use and rely on to help themselves cope with any shocks (Davis et al., 2004). Vulnerability and capacity are strongly linked, although factors of vulnerability tend to be from external influences (social, political, economic, geographical and historical structures) whilst capacity factors are more internal (intrinsic resources knowledge and organisational or society functioning). Mc Entire (2005:215) eludes that, "capabilities have also been explicitly regarded as a crucial factor of vulnerability." It is important to ensure that capacities of community or individuals are enhanced in order to strengthen their strategies to face adverse situations (Wisner et al., 2012; Le Masson, 2013; Mokhlesur, 2013; Habtezion, 2013; Akoyoko, 2014). Studies have shown that enhancing capacities can also help communities withstand certain dynamic pressures which might make them vulnerable to any threat. The radical approach or paradigm encourages the utilisation of participatory methods in enhancing community or individual capacities (Mercer et al., 2007). A brief outline of the radical approach and its relation to the PAR model and is given in the following section.

**2.3.3 The radical approach**

The radical approach has increasingly gained ground with recognition that social and economic factors are crucial in assessing disasters (Wisner et al., 2004 in in Mercer et al., 2007). The approach acknowledges that there are other factors that are important when analysing disaster and it emphasises participatory techniques. The radical approach has created a shift from "top-down" strategies in disaster risk reduction to "bottom-up" planning (Wisner et-al., 2001 in Mercer et-al., 2007). Participatory techniques in this case are relevant as they allow involvement of local people in making decisions about their future (Comfort et al., 1999 in Mercer et al., 2007). The radical approach promotes generation of local information and the utilisation of indigenous knowledge which is relevant as it will be context-focused.

Community participation is another crucial aspect required to achieve sustainability (Saito and Sumoto, 2006). As mentioned earlier, participation by local people at all levels promotes indigenous knowledge-sharing which is context-specific and can benefit local people a great deal. Participants are facilitated in discovering solutions to problems for themselves and this ensures participation and empowerment of beneficiaries in marginalised communities (Mercer et al., 2007). Empowerment is a crucial element which can be achieved through the utilisation of participatory methods as they create a platform to ensure that local people's voices are taken into consideration in the planning and decision-making process. In this case, all stakeholders involved must ensure a gender balanced participation by women, men and children in disaster preparedness.

In addition, there are various levels of community participation and these include information sharing, decision making and initiating action (Saito and Sumoto, 2006). Participation by community members at all levels can really help reduce vulnerability,

establish resilience and increase local people's capacities. Creating a platform for local people to participate at all levels especially in decision making guarantees sustainability of the initiative. Allowing all community groups to participate in development of community disaster preparedness plan may achieve gender inclusion and empowerment of women, men and children. This will increase interdependence among all groups in the community, thereby enhancing sustainability in resilience skills and coping strategies when a threat of hazard or disaster occurs.

### 2.3.3.1 Guided participation

In guided participation, it is the planner who can determine the level of popular participation and these may include NGOs, government and other international agencies (Twigg, 2004). This type of participation engages the community but is guided by some principles which include the stages of community engagement. Sometimes, technologies are developed externally in laboratories and then few local people are trained and expected to take the initiative forward to the larger community (Twigg, 2004; Delaney and Shradder, 2000). It is therefore important for different agencies to ensure that the issues of gender are taken into consideration when training the few community members who will influence development locally. Community participation in this case is limited, so thorough research and gender analysis for specific contexts should be done by planners and the criteria of selecting the people to be empowered should be done carefully in order to promote gender inclusion.

### 2.3.3.2 People – Centered participation

People-centered participation is concerned with the nature of society and aims to empower communities through addressing issues of power and control (Twigg, 2004; Mercer et al., 2007). This type of participation advocates that local people participate at all levels on issue that concern their community. Twigg (2004) highlights that, the

principal resource available for mitigating or responding to disasters is people themselves and their local knowledge and expertise. The people-centered approach emphasises empowering individuals and communities by involving them in defining problems and needs, suggesting solutions to them, implementing agreed activities and evaluating results (Twigg, 2004). Such an approach will definitely strengthen relations among local groups through working and achieving things together and increase their potential to reduce their vulnerability.

Further, people-centered participatory risk reduction initiatives are likely to be sustainable because they build on local capacity and increase community ownership of the initiatives (Twigg, 2004). Achieving sustainability is crucial in disaster preparedness as it will reduce risks and vulnerabilities of local people to disasters and hazards. The element for this approach of ensuring participation by local people at all levels can harness cooperation especially during implementation and is likely to lead to good results.

### 2.3.3.3 Critique of the radical approach.

Although the radical approach advocates that local people to take part, participation is difficult to manage by its very nature because a community is no single, homogenous entity (Twigg, 2004; Saito and Sumoto, 2006). The social, economic, cultural and political differences among people in the same society can present challenges to achieving initiatives through participatory methods. The complexity of a community might make it difficult to ensure the participation of minority or weaker groups and if not handled well, can result in worsening vulnerabilities of such groups in the same society. Thorough research by active agencies is important before embarking on participatory methods, especially on gender relations and as such, this information should be managed carefully in disaster preparedness. Enabling women,

men and children to learn, organise, decide, plan and take action collectively should be done with caution in order to avoid dominance by some and exclusion of others.

Furthermore, where people-centered participation involves real social change, it inevitably leads to the possibility of confrontation and conflict, especially with those who hold power and have much control over resources. For example, attempts to challenge gender relations can be criticised on cultural grounds (Twigg 2004). Such challenges need careful planning and thorough research, especially on determining the entrance points to get into society. Twigg (2004) highlights that, notion of entrance point is very important as it allows facilitators to venture into the social life of the community and build participatory processes from inside. It therefore requires greater skills and expertise that will be able to foster any form of resistance. Different actors involved in such initiatives must understand the structure and complexity of the community involved especially social constructs like gender. In the next section, gender issues in relation to disasters will be explored.

## 2.4 Gender and disasters

Disasters impact both men and women but not equally (Enarson, 2001). Masson (2013) points out that men and women have different statuses and roles which tend to shape the nature and strength of their livelihoods and vulnerabilities in the face of a disaster or hazard. Disasters do not affect people equally because it depends on who they are and what they do and this is true in relation to gender (Schwoebel and Menon, 2004). This means that gender can determine a person's vulnerability to certain disaster risks.

Some traditional gender roles and relations embedded in traditions tend to increase people's vulnerability. This was evidence during an earthquake in Western Maharashtra in India in 1993 when more females died because they were in their

homes while men were outside (Schwoebel, 2004). In the case of Maharashtra, female mortality rates were higher because the earthquake struck during the night when men were sleeping outside because of heat but due to cultural constraints women were sleeping indoors and this increased the risk (Twigg, 2004). Traditional values and expectations which are different among men and women of the same society make one gender more vulnerable to disaster risk (Enarson, 2001). The root cause is traced back to society's culture which determines who does what and when.

Cultural practices greatly influence gendered vulnerabilities to disaster risk.  A study by Twigg (2004) on a cyclone flood that killed 138 000 people in Bangladesh in April 1991 shows that the mortality of females over ten years of age was three times as high as amongst males of the same age (Twigg, 2004). Regarding the same case study, Nelson et al. (2002) states that," of the flood–affected population in the 20 – 44 age group, 71 females per thousand died compared with 15 per thousand men. Studies show that most women were drowned and cultural norms greatly contributed to this, for example women not allowed to leave home without husband's permission. Biological and physical differences among people in disaster response capacity can lead to different mortality rates (Neumayer and Plumper, 2007). The difference in physical strength between men and women generally puts women at risk of being swept by floods.

Although both women and men are negatively affected by disasters due to social, economic, political and environmental factors, the effects are further dependent on the individual's or group's status, class, gender, physical ability and gender (Dunn, 2013). Hurricane Mitch (1998) directly affected over two million people in Honduras and Nicaragua alone (Nelson, 2002). Although evidence showed that most marginalised members of society were hit hardest by Mitch but in the end, more men than women died due to their involvement in search and rescue during the hurricane (Delaney and Shradder, 2000). Vulnerabilities for males and females vary based on

societal norms and usually men are associated with masculine attributes of being tough and brave protectors of their families and community (Dunn, 2013). This shows how in some cases, men risk their lives in an effort to fulfil societal expectations about their roles as family heads. Enarson (2000) highlight that the actions taken by men during disaster are usually linked to the idea of masculinity which may encourage risky heroic action. Along the same idea, Nelson et al. (2002) notes that, gender norms, whose roots are in tradition and culture, usually affect the behaviours of men during disasters. The expectation for men to play the role of life savers in communities because of their physical strength and masculinity influences them to engage in risky actions in trying to protect their families, property and community (Le Masson, 2013; Wisner et al., 2012). This exposed most men to risk during Hurricane Mitch and resulted in high mortality rates. This clearly shows how traditional practices, norms, values and expectations can increase the vulnerability of certain genders in the same society.

The aftermath of Hurricane Mitch was characterised by gender differences and inequalities (Nelson, 2002). Evidence showed that during the rehabilitation phase of Hurricane Mitch, women took the 'triple duty' of productive work, community organising and productive work in the informal economy. There was a large increase in female–headed households in Nicaragua and Honduras after the Hurricane (Wisner et al. 2012). Food hierarchies reduced availability of food and exacerbated the unequal position of women and combined with their poor access to medical care, the health of women was disproportionately affected (Nelson, 2002). There was also an increase in gender–based violence after Hurricane Mitch as a result of raised aggression levels in men (Delaney and Shradder, 2000).

Disaster affects men and women differently (Enarson, 2002). There is evidence that increased economic and psychological stress in disaster affected families increases domestic violence against women and this was the case after Hurricane Mitch in 1998

and Bangladesh in 1974 (Twigg, 2004). After being hit hardest by disaster, men are less likely to seek counselling and this increases stress and pressures from the society on men's expected roles increase stress which can lead men to act aggressively and become perpetrators of domestic violence (Nelson, 2002). This is a result of gender norms which define man as masculine strong and brave (Kabeer, 2003). This influences them to be reluctant to get or consult counselling services in order to cope with stress caused by disasters.

In addition, the design and construction of relief and refugee camps often puts women and girls at risk (Wisner et al., 2012). The risk of emotional and physical violence towards girls and women increases in the aftermath of disasters, especially in low–income countries (Enarson et al 2003. Rodriguez et al., 2007). Numerous media reports described accounts of violence against women and sexual exploitation of girls following the 2004 Indian Ocean Tsunami (Fordham, 2009). This clearly shows that forces or pressure which lead to gender-based violence in most cases affects more women than men before during or at the aftermath of disasters.

Furthermore, the design and construction of relief and refugee camps often put most women and girls at risk after surviving from disasters (Wisner et al., 2012). This was the case after the 2009 droughts in Kenya whereby women were compelled to go outside protection of camps to fetch firewood and risking sexual assault (Wisner, 2012). Fetching firewood is traditionally a role for women and in most cases, traditional gender roles tend to increase women's vulnerability and risk before during and after the occurrence of disasters (Schwoebel and Menon, 2004). Kolmannskog (2009) points out that in the aftermath of the Kenya drought in 2009, there have been many reports on sexual and gender–based violence, with reports showing a thirty percent increase (Wisner et al., 2012). Refugee relief of refugee camps are usually constructed in gender-blind ways such that they lack the appropriate gender–sensitive services and conditions, for example, latrines are constructed at a distance

and in the dark (Fordham, 2004). This creates more risk to women and girls as they have to move away from others and help themselves in distant latrines. It is significant to highlight the risks related to gender roles and behavior as explored below.

## 2.4.1 Risks related to gender roles and behavior

Social norms and role behavior might provide reasons for gendered specific disaster vulnerability (Neumayer and Plumper, 2007). For instance, women play a great role of looking after and protecting children and elderly in their societies. During disasters, this protective role distracts them from rescuing themselves and puts them in harm's way (Schwoebel and Menon, 2004; Oxfam International, 2005). This and other roles increase most women's risk in the face of danger or any threatening situation. Neumayer and Plumper (2007) highlights how social norms like dress code can restrict women from moving quickly, for example, a sari, which is a common dressing for women in rural Bangladesh that tends to limit their ability to run and swim. This could have been a contributory factor for high mortality rates of women during 1991 Bangladesh floods.

Despite the fact that disasters do not affect people equally, the effects really depend on the type of disaster. (Neumayer and Plumper, 2007) For example, studies on severe weather events in the United States such as lightning, thunderstorms and flash floods resulted in high mortality rates amongst men as opposed to women (Fothergill and Peek; Enarson et al., 2000). This could have been caused by roles men perform which are usually outside the home as they work to provide for their families as family heads.

## 2.4.2 Gender discrimination and disaster risk

Gender is a central organising principle but has received limited attention because of a poor understanding of gendered vulnerabilities, risks and capacities to disasters (ISDR, 2009; Ariyabandu, 2010; Hobson et al., 2014). The pre-existing inequalities and differences expose people of the same society to different levels of risk when hazards or disaster impact them (Enarson, 2000; Hobson et al., 2014). In some societies, men and women's access to resources like land vary greatly and is usually influenced by cultural practices and traditions about property rights (Kabeer, 2003; Delaney and Shradder, 2000). These prevent most women from ownership of land. The tradition in most societies is that women own land through their husbands or in some cases, their father or eldest son in the family. Limited access by women to such resources like arable land usually exposes them to unsafe conditions which may result in them being hit hardest by disasters.

Sometimes, certain gender groups tend to be given preferential treatment in societies with existing patterns of gender discrimination during disasters. During the 1991 cyclone in Bangladesh, one man trying to rescue his two kids, a son and daughter, ended up giving up on his daughter when he struggled to rescue both of them. According to him, he had to hold on to his son whom, according to the tradition, would 'carry on the family line' (Neumayer and Plumper, 2007:11; Haide et al., 1993:64). Such an act displays gender discrimination during disaster due to established cultural traditions.

In addition, many aspects of gender discrimination are largely embedded in unnoticed traditions and beliefs that are seen as biologically given or divinely ordained (Kabeer, 2003). Culture, which includes traditions and religion, plays a role in perpetuating discriminatory practices and becomes exacerbated during disasters

and their detrimental impacts on certain genders are also intensified (Neumayer and Plumper, 2007). An example here is what happened in Tamil Nadu in India during Tsunami in 2004 when waves swept the shores (Pincha, 2008; Hobson et al., 2014). Specifically Pincha (2008: 50) highlights:

> ''As men were allocated replacement boats and nets, the pre-Tsunami
> female ownership of fishing equipment was off the radar. Before
> Tsunami women whose husbands were disabled and chronically
> sick were owners of boats, kattamarans and nets. Post-Tsunami
> when their boats were destroyed the government compensation
> restored assets in the names of the sons rather than the mothers.''

This shows further gender discrimination influenced by policies of certain governments (Indian government) which undermine women's rights to property ownership, exposing them to great risk before, during and after disasters (Hobson et al., 2014; Momsen, 2010; Hodgson, 2011; Enarson, 2012). The 2004 Tsunami in India negatively affected more women than men due to the patriarchal structure of society and it even resulted in more marginalisation of women in their access to relief resources because they lack property rights (Schwoebel and Menon, 2004; Hobson et al., 2014). When resources are scarce, part of the population suffering from discrimination beforehand may be impacted more (Neumayer and Plumper, 2007). This really shows that there is need to take gender issues seriously, especially in disaster in order to reduce gendered vulnerabilities and risks. The following section will explain how gender integration can be utilised as a tool for disaster risk reduction.

## 2.5 Gender integration as a tool for disaster risk reduction

From earlier discussions, it has been noted that disasters tend to disproportionately impact men and women of the same society (Le Masson, 2013; Neumayer and Plumper, 2013). Delaney and Shradder (2000:13) state that,

*"… crisis situations are never gender neutral: they involve and*

*impact men and women in different ways and if our interventions*

*are to be effective, they must take this into accounts.''*

Disasters tend to impact people of the same society differently due to differential vulnerabilities among them and also different capabilities they might possess (Pincha 2008 and Fordham 2007). There is a need for gender integration in disaster risk reduction by governments and the multi-stakeholder communities which include civil society organisations like NGOs (UNISDR, 2011). It is necessary to understand what gender integration entails in order to adhere to the research goals of the study. The section below will give conceptualisation of gender integration.

### 2.5.1 Conceptualising gender integration

Gender integration entails strategies applied in programme planning, assessment, design, implementation, monitoring and evaluation to consider gender norms and compensate for gender–based inequalities (World Bank, 2012). Furthermore, gender integration is the process whereby a project conducts a gender analysis and incorporates the results into its objectives, works plan (monitoring and evaluation plan). Gender integration is an ongoing process of identifying and addressing gender inequalities during strategy and project design, implementation, monitoring and evaluation (Clinton, 2012). It covers a set of activities which increase women's and men's participation and representation during and after project initiatives (Akoyoko, 2014). A strategy which encompasses gender integration involves continuous interventions which address gender needs and constraints posed by customary systems, norms social institutions that limit choices and decision making (USAID, 2012). This can be achieved by promoting participation of both men and women at all levels. Gender integration is necessary in DRR to ensure that gender-based vulnerabilities among people in same community are reduced through different

interventions and initiatives (Akoyoko, 2014; Hobson et al., 2014; Alston and Whittenbury, 2013; USAID, 2012; World Bank, 2012; Clinton, 2012; ISDR, 2007; Afrim-Narh, 2006). The section below will provide explanations of DRR.

## 2.5.2 Conceptualising Disaster Risk Reduction

Disaster Risk Reduction (DRR), is the concept and practice of reducing disaster risks through systematic efforts to analyse and manage to causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property wise management of land and environment and improved preparedness of adverse events (Turbull et al., 2013; Habtezion, 2013; ISDR, 2009). DRR includes activities aimed at avoiding (prevention) or limiting (mitigating and preparedness) the adverse impacts of disasters (Chimeya, 2011). All efforts geared towards reducing disaster risk or loss from the impacts of adverse events like disasters and hazards describe DRR. As such, efforts to improve gender integration into existing risk reduction policies and programmes also reside under the banner of DRR.

In essence there is a need for DRR to reflect the different needs and priorities of women and men in order to address the underlying factors which cause gender-based vulnerability and exposure to disasters (Habtezion, 2013). To ensure this, gender integration is needed to enable meaningful participation by everyone in the decision - making processes related to disaster risk reduction at all levels in both public and private institution (Habtezion, 2013). Gender integration in disaster preparedness planning reduces vulnerabilities of people at risk by building their capacities.

## 2.5.2.1 Disaster preparedness

Disaster preparedness encompasses activities that have the potential to save lives, decrease property damage and reduce the negative impacts of disaster events to

society (Hocke, 2012; Combs, 2007 and Elsubbaugh et al., 2004). The measures taken by community, government and stakeholders to alleviate effects of disasters describe disaster preparedness (Mokhlesur, 2013). IFRC (2006:6) defines disaster preparedness as

> *"continuous and integrated process resulting from a wide range*
> *of activities and resources rather than from a distinct sectorial*
> *activity by itself. It requires contribution of many areas-ranging*
> *from training and logistics, to health care to institutional*
> *development."*

Disaster preparedness aims to help people avoid impending disaster threats and put plans, resources and mechanisms in place to ensure that those who are affected receive adequate assistance (Twigg, 2004). Any preparation to reduce the adverse impacts of disasters through increasing capacities of communities at risk entails disaster preparedness. Such measures can help prevent, mitigate and reduce the damage which disaster may cause in a given context. Priority 4 of the Sendai Framework of Action is about enhancing disaster preparedness for effective response and to "Build Better" through integrating disaster risk reduction (UNISDR, 2015). The same framework encourages empowerment of local authorities and communities to all participate in decision making processes which need to be inclusive and risk informed (UNISDR, 2015). It is therefore significant that gender integration in DRR is emphasised to ensure full participation of women and men in decision making on issues and initiatives which concern their lives. More explanation on how best gender integration can be ensured in DRR is given in the next section.

## 2.5.3 Ensuring gender integration in Disaster Risk Reduction

The first step to ensure gender integration is to conduct gender analysis (ISDR, 2007; Enarson, 2001). Gender analysis is the foundation of gender integration as it provides important information on gender aspects at each stage of any development related initiative (World Bank, 2012). Both formal and informal gender analysis should explore gender norms, inequalities and relations within specific aspects of social change and cultural relations in a given context (Enarson, 2001; Saito, 2006; World Bank, 2012). A gender integration helps to address both women's and men's vulnerability to disasters. A gender focus at every stage of disaster preparedness helps to ensure that the impacts of disasters are prevented or mitigated (Delaney and Shrader, 2000; Bradshaw, 2004). In order to integrate gender concerns into DRR, there is need to analyse gender issues in relation to access to resources, knowledge, beliefs, perceptions, practices and participation, legal rights and power (World Bank, 2012; Enarson, 2009). A gender analytical framework can help to assess gender related aspects (Bradshaw, 2004; March et al., 2005).

Furthermore, DRR strategies should involve vulnerability and capacity assessment in order to reduce impact of hazards and disasters which can only be achieved by tackling root causes of gendered vulnerabilities. World Vision International (2007) utilise the Learning through Evaluation with Accountability and Planning (LEAP) guidelines in DRR to ensure vulnerability and capacity assessment in disaster preparedness planning. The organisation employ the LEAP processes for any programme and project cycle to ensure full participation by all groups for any initiative as shown in figure 2.2 below.
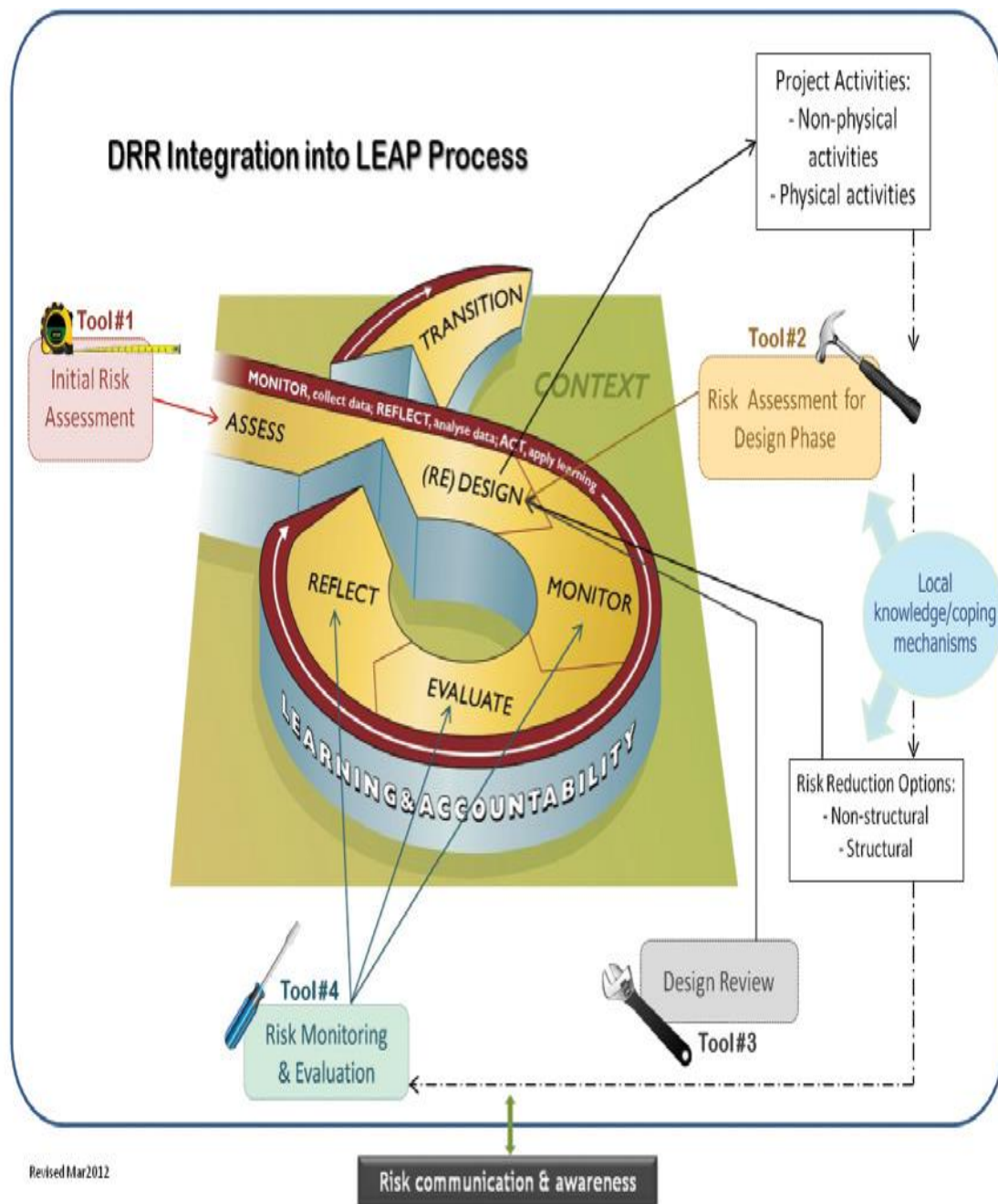
**Figure 2.2 DRR integration in LEAP (Adapted from World Vision International, 2008)**

The LEAP guideline recognises that gender issues need to be effectively integrated in to DRR (World Vision International, 2012; World Vision International, 2008). As shown in figure 2.2 above, an initial risk assessment is a crucial stage of any disaster preparedness planning or any DRR initiative. It is during such assessments that gender

analysis lays strong foundation for gender integration by generating sex–disaggregated data for community vulnerability and capacity assessment (World Vision International, 2008; World Bank, 2012; Enarson, 2001). A gender focus in the LEAP process enables meaningful participation in the redesign phase where both structural ad non-structural risk reduction options can be employed through the utilisation of local knowledge or coping mechanisms. To monitor, evaluate and reflect on the LEAP process will ensure risk monitoring and evaluation in relation to DRR which is significant in building capacities and resilient communities.

**CHAPTER 3: METHODOLOGY**

**3.1.    INTRODUCTION**

The study explores gender integration in disaster preparedness planning in the context of WVL. As set out in the literature review, the study engages the pressure and release (PAR) model in exploring root causes, dynamic pressures and unsafe conditions which result in gendered vulnerabilities.   The literature review explains how gendered vulnerabilities expose people living within the same society to different levels or types of risk. Furthermore, the PAR model can be utilised as a tool for disaster risk reduction. This chapter outlines the methodology used to address the following research objectives:

- To determine what guidelines exist to promote effective implementation of gender integration programming in WVL

- To determine the degree of gender integration into planning within WVL

Furthermore, this chapter provides a justification for the research design employed in this study. It is important to outline the research design utilised to conduct this study as it influenced other preliminary steps of data collection and sampling.

**3.2.    RESEARCH DESIGN**

A research design is a plan or structured framework on how to conduct the research and address the research questions set out for a study (Welman et al., 2005; Babbie and Mouton, 2010; Miles, 2014). Bryman (2012) elaborates that research design refers to a framework for the collection and analysis of data by giving priority to a range of dimensions of the research process. It is important for the research to have a plan on how to conduct the research.  This ensures that correct methods and tools are employed to gather, interpret and analyse data to address the research problem. Utilising correct and relevant data collection tools and analysis tools improves the reliability and validity of data (Bryman, 2012; Salkind, 2009; Creswell, 2003). In most cases, the correct or relevant research design also increases the ability to replicate the research (Bryman, 2012). Against this background, this study utilised the qualitative

research design to explore the research problem. The section below outlines the qualitative research design in more detail.

### 3.2.1. QUALITATIVE RESEARCH DESIGN

Qualitative research design describes a generic research approach in which the research takes its departure point as the insider perspective. (Babbie and Mouton, 2010; Oliver, 2008; Babbie, 2008). The qualitative research design is a research strategy that usually utilise words rather than numbers in data collection and analysis process (Bryman, 2012; UNISA, 2008; Salkind, 2009; Grobbelaar, 2000). In this case, the research studies social issues in a specific context by using methods of observation and analysis that stay close to the research subjects. Qualitative research is built on the phenomenological or interpretivist tradition, where the emphasis is on people and their constant endeavors to make sense of their world (Babbie, 2011; Babbie and Mouton, 2010). In qualitative research, people are the main subjects of the study and their contribution on how they understand what happens in their environment adds value to social research. Qualitative research design has certain inherent advantages associated with it which made it ideally suited to the execution of the study. Some of these strengths will now be discussed.

### 3.2.2 STRENGTHS OF QUALITATIVE RESEARCH

Qualitative research methods are effective in identifying intangible factors, such as social norms, socio economic status, gender roles, ethnicity and religion whose role on the research may not be readily apparent (Creswell, 2003; Mouton, 2001; Grobbelaar, 2000). Miles (2014) points out that one major features of well collected qualitative data is that they focus on naturally occurring, ordinary events in natural settings. The natural setting is important when conducting a study of (subjects) participants in the real world free from any artificial influences as it is usually the case with quantitative experiments in which study participants are in controlled environments. The possibility for understanding latent, underlying or non-obvious

issues with qualitative research is strong. This is because the emphasis is on a specific case and bounded phenomenon embedded in its context (Welman et al., 2005; Miles, 2014; Neuman, 2000). Usually, qualitative research produce context specific results and such information can help actors to contextualise initiatives. This characteristic makes qualitative approaches more responsive to local situations, conditions and stakeholders needs. This is especially apparent through qualitative research and design such a case study research (discussed below in section 3.2.2.2).

Qualitative research has the ability to provide complex textual descriptions of how people experience a given research issue (Bryman, 2012; Durrheim, 2006; Bouma, 2000). Qualitative research can go beyond snapshots of what or how many, to more detailed information relating to how and why things happen as they do in a particular setting (Miles, 2014; Welman et al., 2005). The flexibility of qualitative research, especially data collection and methods, gives further confidence and understanding to whatever is going on in a given context and how it influences social phenomenon (Welman et al., 2005; Cresswell, 2003). This allows the research to study dynamic processes and be able to determine how participants interpret social constructs. Such advantages can help the research to make relevant recommendations based on the results of a specific context as mentioned earlier. Furthermore, qualitative data, with their emphasis on people's lived experiences, are suited for locating the meanings people place on events, processes and structures of their lives and connecting these meanings to their social world (Miles, 2014; Welman et al., 2005). In this study the use of qualitative methodology was appropriate because it allowed the participants to express their understanding of disasters and gender integration in both practice and theory. The qualitative method also allowed the research and the participants to explore the deeper root causes, dynamic pressures and unsafe conditions that determine gendered vulnerabilities and risks. The research and participants were able to critically reflect on WV's efforts in integrating these "deeper gender related issues" into their planning and activities.

The case study research design is discussed as a specific implementation of qualitative research within the research intervention. Despite a variety of qualitative designs available for the research to utilise in addressing the research questions, the case study was adopted for the purpose of this study. A case study was relevant in this study to achieve context-specific results which could have been difficult if other research designs were used.

### 3.2.3   CASE STUDY AS QUALITATIVE RESEARCH DESIGN

A case study is the qualitative research design employed to conduct this research. A case study approach is an intensive investigation or examination of a single unit or instance like an individual, family, community, social group, organisation, institution, event and country (Babbie, 2011; Babbie and Mouton, 2010).  Bryman (2012:709) elaborates that a case study is a research design that entails the detailed and intensive analysis of a single case of social phenomenon. A case study enables the research to establish deeper meaning of how participants interact in their specific contexts. This leads to the creation of meaning and facilitation of holistic understanding of context specific social phenomenon.

Utilising case study has a great advantage of being less time consuming and achieves context-specific results (Babbie, 2011; Bryman, 2013; Babbie and Mouton, 2001). In this study, the research focused on gender integration in disaster preparedness planning using WVL as the case study. The single case here is of a non-governmental organisation. Thus the use of a case study is highly appropriate as it would facilitate more accurate results. More so, the case study method also has the great advantage of allowing the research to use multiple sources of data, for example interviews and documents to provide enough data for research to base conclusions and recommendations on (Bryman, 2012; Babbie and Mouton, 2010). In this study, semi-structured interviews and documents were used to do an intensive analysis of gender integration in disaster risk reduction both in theory and practice.  This was possible due to the sampling procedure employed by the research. The sampling approach utilised is outlined in the following section.

## 3.3    SAMPLING

Data collection has to be focused on a specific collection of research participants to ensure valid findings (Salkind, 2009; Oliver, 2008; Welman et al., 2005). There was a need to select a well-represented sample from the population for the study to achieve research objectives (Bryman, 2012; De Vos et al., 2011). A sample is a small representation of the population which can be selected for the purposes of the study. There are different sampling techniques which can be utilised in social research and these include snow ball, random and purposive sampling.  For example, snow ball sampling is a non-probability sampling method, where each person interviewed may suggest additional people for interview. In purposive sampling, participants are selected on the basis of the research's judgment about which participants will be the most useful (Babbie, 2011). The study employed purposive sampling as it was closely aligned to the nature of the study and research objectives formulated.

### 3.3.1    PURPOSIVE SAMPLING

According to Bryman (2012:714) purposive sampling is: "A form of non-probability sample in which the research aims to sample cases/participants in a strategic way, so that those sampled are relevant to the research questions that are being posed." Trochim (2006) adds that purposive sampling falls within non-probability sampling which does not involve random selection of participants. Usually in purposive sampling the research selects a sample with research questions in mind which, participants would be best placed to provide the information required (Babbie, 2011; Babbie and Mouton, 2010). The sampling method selected was influenced by one of the study's research objective namely; determining gender integration in disaster planning activities of WVL. As such participants working for World Vision South Africa currently involved in gender integration in disaster initiatives were best placed to answer research questions.

Specifically, during the purposive sampling process, a sample of ten WVSA employees was selected ranging from planners and implementers. This sample was used to conduct semi-structured interviews and it offered a great advantage in achieving data saturation. This was because it focused on getting relevant information from participants best placed to provide such information. In turn, the method contributed to achieving research objectives.

In addition, purposive sampling was also used to identify specific documents compiled by WV in order to validate the data from the interviews. Policy documents such as the World Vision International (2007) LEAP guideline and World Vision International (2008) which highlight disaster risk reduction integration in PAR model and DRR integration in the LEAP process were reviewed in this study. These WV documents were purposively selected to verify whether guidelines exist to promote effective gender integrated programming in WVL and establish the degree of such integration. In order to get relevant and useful information for the study the literature review and semi-structured interviews were used as data collection tools. The section below will give more details on data collection tools.

## 3.4    DATA COLLECTION TOOLS

Data collection is the process of gathering data for the study in order to achieve the research objectives (Bryman, 2012; Babbie, 2011). There are a number of tools that can be utilised to collect or gather data from a selected sample. Primary data collection is an important part of many research projects. Using appropriate techniques ensures that qualitative data is collected in a scientific and consistent manner (Harrel and Bradley, 2009). Harrel and Bradley (2009), stress that utilising more than one data collection technique enhances the accuracy, validity and reliability of research findings. For this study a literature review and semi-structured interviews were used to gather data to achieve research objectives.

### 3.4.1 LITERATURE REVIEW

A literature review involves sketching, analysing and critically examining what is already known about the research area (Bryman, 2012; Salkind, 2009). This includes reading and summarising theories that address the research topic. There is also a need to establish whether the body of existing research has flaws that can be addressed by the research study (Babbie, 2011; Cresswell, 2003). For the purposes of this study, the following literature sources were consulted:

• Research articles on gender integration.

• WV documents (LEAP guidelines, gender tool kits and annual reports)

• Global case studies on Gender and DRR integration

These documents provided adequate data for the literature review which established the foundation of this study to base arguments on. This helped to validate data from semi-structured interviews.

### 3.4.2 SEMI-STRUCTURED INTERVIEWS

Bryman (2012:716) points out that a semi-structured interview: "typically refers to a context in which the interviewer has a series of questions that are in the general form of an interview guide but is able to vary the sequence of questions". Semi-structured interviews allow for the gathering of in-depth information from respondents. This adds to the richness of data gathered thorough valuing people's opinion (Maartens, 2011; le Masson, 2013; Sarantakos, 2005). A guide is used in a semi-structured interview with questions and topics that must be covered. The questions are standardised and probing questions are included that may provide additional material (Harrel and Bradley, 2009; Welman et al., 2005). Thus semi-structured interviews give room for follow up questions and allow the research or interviewer to collect detailed information in a conversational style.

Harrel and Bradley (2009:27) state that: "semi-structured interviews are often used when the research wants to delve thoroughly through the answers provided. A great advantage of semi-structured interviews is that probing questions provide deeper insights that increase the chances of answering the research questions. The flexibility of the semi-structured interviews also allows the interviewer to pick up cues from participants as the interview dialogue progresses. Consequently the interviewer can formulate follow up questions based on the participants' responses (Mason 2002).

## 3.5 DATA ANALYSIS

Data analysis entails a stage that incorporates several elements in order to manage raw data and reduce it into more meaningful and easy to interpret data (Bryman, 2012; Salkind, 2009; Devine, 2003). This study used inductive reasoning.  This is where supporting evidence from the literature review and semi-structure interviews gradually support the conclusion that the research draws (Babbie and Mouton, 2010). Inductive reasoning was realised through the creation of data categories during the analysis process. To analyse data from semi-structured interviews, the research secondly formulated categories aligned with the PAR model. Accordingly, the primary categories identified included:

- Disasters

- Root Causes

- Dynamic Pressures

- Unsafe conditions

 The purpose of this category was to establish the extent of WV's disaster policy on the root causes, dynamic pressures and unsafe conditions that underlie gender specific vulnerability to disaster risk. Results from this analysis are presented in

chapters 4 and 5. The section below will highlights how this study achieved the aspects of reliability, validity and triangulation.

## 3.6 Ensuring reliability, validity and triangulation

Reliability can be understood as the degree to which a measure of a concept is stable and consistent (Bryman, 2012). According to Salkind (2009:110) "reliability occurs when one tests the same thing more than once and results in the same outcome.'' To ensure reliability in this study, the literature review was used to establish the relationship between gender and disaster. It also explored PAR model as a tool for gender integration in disaster risk reduction. This enabled the research to conduct semi-structured interviews in exploring gender integration in disaster risk in both theory and practice. This enhanced data reliability because drafting interview questions was guided by the literature and theoretical framework already explored.

Babbie (2011:132) defines validity as a term describing a measure that accurately reflects the concept it is intended to measure. Validity is concerned with the integrity of the conclusions generated from a research piece (Bryman, 2012). The validity of a research study is the extent to which its design and results allow researchs to draw accurate conclusions about research phenomenon (Maartens, 2011; Leedy and Ormrod, 2001). To achieve validity in this research, all the ten WV employees, engaged in the semi structured interviews, were asked identical questions. This ensured that internal validity was enhanced. Furthermore, the research took notes during the interview sessions to enhance validity. This ensured that key points from the interview were captured.

Triangulation was achieved in this research through the use of multiple data collection methods. Triangulation describes the use of more than one method or source of data in the study of a social phenomenon such that findings can be cross-

checked (Bryman, 2012:717). In this study, triangulation was achieved through the use of literature review and semi-structured interviews as data collection methods. The two data collection tools complement each other in that the weaknesses of one can be addressed by the other. Semi-structured interviews allowed an in-depth understanding of WV's views of gender integration, particularly in disaster risk reduction in both theory and practice. Above all, there were ethical considerations which the research had to abide by. The following section 3.7 explains this in more detail.

## 3.7 ETHICAL CONSIDERATION

It is important to employ ethics when conducting research, especially in social settings where people are involved. Ethics refer to preferences or rules that influence behavior in a given setting. They are typically associated with morality and matters dealing with right or wrong (Babbie, 2011; Oxfam, 2010; Oliver, 2003; McCauley, 2003). Salkind (2009:79) reminds us that researchs must never forget that their participants are people. Their rights and dignity must be respected at all times. Ethical standards and guidelines should be followed in carrying out research. The guidelines include:

- Obtaining informed consent

- Avoiding invasion of privacy

- Deception and

- Ethical transgression.

In addition, participation in social research should be based on freely-given informed consent of those studied. Explanations of what the research is about and why it's done must be given. This information should be provided to participants prior to their consent (Bryman, 2012; Salkind, 2009). In this research, permission to use WV as the case study was requested and permission was granted to the research. Prior consent

was also sought from participants before conducting semi-structured interviews. This established a professional relationship between participants and the research. The research also submitted a complete ethnical guidelines form to North West University ethics committee for permission to continue with the study.

During the interviews, participants' names and positions were not captured and they could discontinue engaging in the interview at any stage. Despite obtaining consent from WVSA authorities to conduct research, the research did not invade in the organisations private documents. The research reviewed documents such as the LEAP guidelines and case studies that are available to the public as online documents. By taking the above ethical considerations in conducting this research, the research maintained integrity and guaranteed the quality of the research.

## 3.8 CONCLUSION

The purpose of this chapter was to outline issues pertaining to the research design of the study. This gives information on the methods used to collect data and how that data was analysed in order to achieve the research objectives. Qualitative research design was used to explore gender integration in disaster risk reduction in this study due to its great strength of being able to identify intangible factors such as norms, socio-economic status, gender roles, ethnicity and religion. The specific qualitative design of case study research was selected to investigate gender integration in disaster risk reduction in WV. Utilising a case study research was the most appropriate method as it allowed the research to adequately reflect context specific information of gender integration in WV.

To ensure reliability, validity and triangulation of the research, literature review and semi-structured interviews were used to collect data. The use of different data collection tools achieved triangulation in that the weaknesses of one tool were compensated by the strength of another. Utilisation of these data collection tools

enhanced the quality of this research because they complemented each other to ensure that the research findings were cross-checked. Ethical considerations were maintained throughout the research process in order to avoid harm and privacy invasion of participants. Informed consent was granted to the research by both the organisation's authorities and interview participants. This enabled this research to achieve its research objectives.

**Chapter 4: EMPIRICAL FINDINGS**

**4.1 Introduction**

The PAR model forms the basis of empirical findings of this study. This was achieved through the creation of data categories aligned with the PAR model which explains the progression of vulnerability (see chapter two). As highlighted in chapter 3, the primary categories used to analyse data included the following:

- Disaster
- Root causes
- Dynamic pressures
- Unsafe conditions
- Gender
- Policy integration

The last category, policy integration was formulated in order to determine the degree to which WVSA is promoting gender integration in its disaster risk reduction efforts or programming. Findings from both the literature review and semi-structured interviews will be used, in this chapter, to explore theory and practice of gender integration in disaster risk reduction initiatives by World Vision South Africa in Limpopo.

**4.2 Research findings grouped in categories**

Findings from the literature review and semi-structured interviews will be discussed along with the primary categories related to the PAR model, as discussed in chapter 2. In this case, primary categories were identified to guide the research to classify participants' responses from semi structured interviews and the data gathered by the literature review in chapter 2. This allowed the research to address the research objectives because there was adequate data to answer all the research questions outlined in chapter 1. Grouping data according to categories related to the PAR model and gender integration enabled the research to sort data, creating an understanding

of how the theoretical framework established in chapter 2 related to the reality in practice from the gathered data. Additionally, the different categories, along with the literature review and semi structured interview themes, allowed the research to compare the degree of gender integration in WVSA both in theory and in practice. Table 4.1 below shows the different categories in relation to concepts explored through the literature review and semi structured interviews.

**Table 4.1: Data categories in relation to progression of vulnerability under the pressure and release model**

| Data category | Literature review summary of findings | Semi structured interview summary of findings |
|---|---|---|
| 4.2.1 Disasters | Disasters are social phenomena | Disasters are man-made or caused by natural hazards |
| 4.2.2 Root Causes | Root causes<br>Social and economic structures<br>Ideologies<br>History and culture | Underlying factors or root causes<br>Economic status<br>Socialisation<br>Culture and Tradition |
| 4.2.3 Dynamic pressures | Dynamic pressures<br>Lack of:<br>Training and scientific knowledge<br>Media freedom<br>Local markets<br>Local investment<br>Population growth<br>Fluctuation of world markets<br>Poor governance and corruption<br>Land grabbing<br>Deforestation, mining and overfishing<br>Rapid urbanisation<br>Decline in soil productivity | Dynamic pressures and influences<br>Media<br>Economic instability<br>Displacement<br>Corruption<br>Mining<br>Migration |

| Unsafe Conditions | Unsafe conditions and fragile livelihoods<br>Lack of arable land and water<br>Unprotected buildings<br>Lack of biodiversity<br>Fragile health<br>Limited skills and formal education<br>Marginalised groups<br>Low income levels<br>Lack of disaster preparedness<br>Poor social protection<br>Poor market access | Risky environments<br>Poor infrastructure<br>Social and political marginalisation<br>Limited access to land<br>Lack of protection<br>Low income<br>Failure to meet basic needs<br>(water, decent shelter and food) |
|---|---|---|
| Gender | People of the same society (women, men, girls and boys) are exposed to vulnerabilities in different ways | Different roles among people of the same society results in gendered vulnerabilities among them. |
| Policy Integration | Utilising models (for example, pressure and release model) that promote gender integration in disaster risk reduction | Availability and utilisation of LEAP guidelines and Gender toolkits that promote gender integration in disaster risk reduction |

Table 3 shows five categories explored in the literature review and semi structured interviews. In summary data from the semi structured interviews support the established theory in the literature review. Although there seems to be contradictions on how disasters can be viewed. The implications of these contradictory and complementary ideas from the literature review will be explored in greater detail by analysing responses of each category. Initially, the analysis will explore issues under the 'disasters' category. It is important to discuss this category first to establish the perceptions of disasters from both the literature review and semi structured interviews perspectives. This view will lay the foundations for discussions on the other categories.

## 4.2.1 Disasters

The disaster category seeks to establish whether participants believe disasters can be prevented or avoided. This is crucial to establish as people's perceptions about disasters can influence the actions and decisions taken to proactively reduce disaster.

Understanding of disasters by people involved in disaster practitioners plays a great role in influencing communities to take action to reduce risks. It is crucial for practitioners to view disasters as events which can be prevented. Such views can influence the way practitioners plan and implement disaster risk reduction initiatives. Instead of viewing disasters as natural happenings, practitioners should view them as social happenings which require social solutions, rather than physical solutions to prevent them (see section 2.1.1). The same section noted that viewing disasters as social happenings lead to proactive rather than reactive attitudes by communities involved. Such a stance creates a strong collaborative relationship between practitioners and communities to reduce disaster risk. It also creates an enabling platform for gender integration, because gender is a social construct which is usually established through social structures and interactions. It was therefore necessary for the research to find out the views of participants and their understanding of the term 'disaster'. The responses relating to participants' understanding of the term disaster were noted as follows:

> **Respondent 1**: *''Disaster describes a situation that can cause harm and loss beyond the control of affected communities although it can be prevented.''*

> **Respondent 2:** *"A disaster is a destructive event which causes negative impacts on people or property. Disasters can either be man-made or natural. Man-made disasters can be prevented whilst natural ones need God's control.''*

> **Respondent 3:** *"A kind of situation which becomes beyond the control of affected communities to cope can be understood as a disaster for example,*

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*drought, floods which can be caused by climate change. Yes, they are preventable because it is usually human action which influences the occurrence of disasters however, others such as natural disasters are beyond human influence and cannot be prevented''*

**Respondent 4** *''I understand disasters as negative events which cause high levels of harm or even death in a given society. Some disasters can be prevented but others are beyond human control.''*

**Respondent 5:** *''Disasters can be viewed as sudden happenings which lead to great loss due to failure by the society to cope. Although they can be prevented or their impact reduced, it is not easy to prevent disasters because it involves challenging existing structures.''*

**Respondent 6:** *''Disaster entails the impact of hazards and community's vulnerabilities leading to loss of life and property. Yes it can be difficult to prevent them but disasters are preventable.''*

**Respondent 7:** *''Generally disasters are disruptive events which usually result in loss of life or damage of property. Yes disasters can be prevented or avoided.''*

**Respondent 8:** *'' Awful events which can affect the masses and result in high death rates and great loss of property describe disasters. There are many forces which influence disasters which make them difficult to prevent them but they can be prevented.''*

**Respondent 9:** *''The impact posed by hazardous events like earthquakes, slides, droughts, floods and others can be viewed as disasters.*

**Respondent 10: :** *''A disaster is a sudden, calamitous event that seriously disrupts the functioning of a community or society and causes human, material and economic or environmental losses that exceed the community's*

*or society's ability to cope using its own resources. Though often caused by nature, disasters can have human origins.''*

Most responses from participants indicated that disasters are negative events which can be prevented. The majority of the participants highlighted that although it is not easy to prevent disasters they are preventable. This compliment the idea established in theory in section 2.1.1 that disasters can be avoided. Such views by practitioners can influence a proactive stance in communities as it will give hope that disasters that affect them can be prevented. From the above responses it can also be noted that most participants agreed that disasters can be preventable but it is not easy. Other respondents indicated that the challenges were influenced by many factors that include, societal structures which make it difficult to prevent occurrence of disaster. The limitations posed on risk reduction efforts by such social structures require that community leaders such as traditional leaders, religious leaders and government departments be involved. Such inclusion facilitates an enabling environment for successful risk reduction and gender integration in disaster risk reduction.

The above mentioned actors could play great a role in ensuring integration in disaster risk reduction. Traditional and religious leaders have authority in leading people to influence attitudes about gender roles and belief systems within their communities. This can help to create an enabling platform for gender integration. Governments on the other hand greatly influence policy formulations which can have a bearing on enabling integration in disaster risk reduction. It therefore means that practitioners have a role to play in engaging all stakeholders and convince communities to take proactive action towards disasters. Under 'disaster' category the following key finding was established:

**Key Finding 1: Disasters can be prevented if disaster practitioners can perceive them as preventable. This will enable them to advocate, convince and engage with other actors in creating an enabling platform disaster risk reduction in communities. The pro-active orientation will also allow greater gender integration in DRR initiatives.**

The pressure and release model illustrates three dimensions of constraints and pressures which lead to vulnerability (see section 2.2.1). These dimensions were established as primary categories in this chapter and have been used to group data into more meaningful way. When both the practitioners and communities view 'disasters' as preventable events they are in a better position to take proactive action to prevent them. The best way to move towards such a pro-active orientation is to establish and address the root causes of people's vulnerabilities. The section below will explore the findings on root causes.

## 4.2.2 Root causes

Understanding root causes helps to appreciate the underlying factors and origins that contribute to the disaster events experienced by a society. Efforts can be made to deal with the effects of vulnerabilities but it will be in vain, unless action is taken to deal with the root of the problem. The pressure and release model highlights the root causes of disasters as involving social and economic structures, ideologies and culture which influence distribution of power, wealth and resources (see section 2.2.1.1). There are different sources of differential vulnerabilities among people of the same society. It is therefore important for disaster management practitioners to have a good understanding of the root causes of vulnerabilities found in people living within the same society. Determining root causes of vulnerabilities is crucial as it will form a vital element of any disaster risk reduction program or project assessment. Having such a background enables planners and implementers to utilise suitable tools which

can allow communities to identify the root causes of the challenges they might be experiencing. The idea is to get context specific root causes, in order to develop tools which are context specific and create room for gender integration in disaster risk reduction. In view of this participants need to identify underlying factors that cause disparity in vulnerabilities and increase risk to disasters. The following are some responses related to the theme of root of causes:

**Respondent 1:** *"Socio-economic structures are underlying factors and they can perpetuate poverty and influence the economic status of people in a society."*

**Respondent 2:** *"People of the same society cannot be affected by disasters in the same way because they play different roles which may be determined by their gender, status and values such that when disasters occur in society, people will be affected differently."*

**Respondent 3:** *"The root causes of gendered vulnerabilities are cultural values, perceptions and religions are embedded. Usually they determine who should do what and when"*

**Respondent 4:** *"Socialisation plays a major contributory role in causing differences in vulnerability."*

**Respondent 5:** *"Unequal distribution of power and mis-presentation of other groups in power structures are root causes of vulnerability differences."*

**Respondent 6:** *"The ideologies and perceptions among people in a given community set as a foundation for disparity in vulnerabilities."*

**Respondent 7:** *"Society's values, religion, perceptions and traditions set as root causes of vulnerability disparities among people of the same society*

**Respondent 8:** *"Unfair access to resources can also be an underlying cause of gendered vulnerabilities, for example easy access of land by men than their women counter parts or among the elderly and young."*

**Respondent 9:** *"Cultural practices such as resource access, distribution of power and the roles that individuals and groups are expected to play create gendered vulnerabilities. This can result on differential impacts of disasters on women, men, girls and boys."*

**Respondent 10:** *"According to statistics men, women, girls and boys are affected by disasters in different ways due to tradition. Despite having common challenges such as water shortage disasters, the impact on the girl child in terms of hygiene and responsibilities of women are increased. Women have the added responsibility through cultural expectations to fetch water as it is regarded as a woman's duty."*

The above participants' responses relating to the underlying factors causing disparity in vulnerability among people of the same society compliment the root causes identified in the PAR model (see section 2.2.1.1). The majority of the participants highlighted issues related to traditional practices and beliefs which are embedded in culture as underlying risk factors. Aspects pertaining to different gender roles were noted by respondents as factors that result in gendered vulnerabilities. Additionally, unequal power and access to resources were also identified as root causes of disparity in vulnerability that are influenced by social structures, traditions and ideologies. Different roles among women and men from the same society, determined by traditional practices, linked to the society's values and expectations were noted by the participants as another underlying factor. This confirms the arguments put fforward in the literature review (section 2.2.2). The responses show that WV practitioners are aware of the root causes of gendered vulnerabilities. Such knowledge is crucial because it enhances the likelihood that gender analysis, is included as an aspect of every program or project assessment, design and implementation. This provides an enabling platform for gender integration in disaster risk reduction activities in WV.

**Key finding 2: Disaster practitioners should be aware of the root causes and disparities of vulnerabilities within communities so that they value the necessity for gender analysis as a crucial element in every disaster assessment, program and project in WV. This creates a platform for gender integration in both design and implementation of DRR programs.**

After establishing whether the participants were aware of the root causes of disparity in vulnerability within a society, it was important to check if they were conversant of the Dynamic pressures that influence such vulnerabilities. The next section will explore and discuss responses as they pertain to the category of 'dynamic pressures'

### 4.2.3 Dynamic pressures

The category 'dynamic pressures' aims to ascertain whether practitioners are aware of certain root cause drivers that exposes people to disaster risk. Practitioners should be aware of the dynamic pressures or leading forces that perpetuate disparity in vulnerabilities, so that they can incorporate ways of reducing their influences from the initial assessment and design throughout the implementation process. This implies that if practitioners can identify these leading pressures, they can devise ways of ensuring that the community's level of resilience and awareness is enhanced. The participants identified the following as dynamic pressures:

> **Respondent 1:** *"A major pressure is the media. It influences behaviours, values and to some extent beliefs in modern society. The media signal gives to the public in raising awareness or convey warnings of danger has a bearing on the way people respond."*

> **Respondent 2:** *"The challenge in today's world is corrupt leaders. These leaders promote unfair distribution of resources from which the masses should*

*benefit. It is only the elite who benefit from the 'game', such that the poor remain poorer and the few rich become richer and richer''*

**Respondent 3:** *''Economic instability is a leading force that makes most people vulnerable to disasters. It exposes many people to poverty to the extent that they fail to meet their basic needs. Failure to meet basic needs can lead people to live in dangerous areas which make them more vulnerable and at high risk''*

**Respondent 4:** *''In our South African context, corruption due to poor governance is a leading pressure in increasing vulnerabilities among South African blacks and other ethnic groups. Failure to abide with the Batho Pele principles and lack of 'ubuntu' by those in power significantly exposes other people to risk.''*

**Respondent 5:** *''I think the leading pressures that tend to make people more vulnerable to negative happenings such as disasters in South Africa is mining and population growth. This is because mining is causing a lot of displacement in our country and at the same time there is population growth which is also worsened by migration. People from surrounding countries are flocking in our country in search of jobs and better living conditions altogether.''*

**Respondent 6:** *''Lack of the presence of God deprives many people to live life in all its fullness and poverty is a sign of lack of God.''*

**Respondent 7:** *''The most influential force in today's world is the media. Globalisastion has resulted in technological advancement. It has increased the levels of fraud and corruption. Public funds benefit the elite and the masses do not have skills and knowledge to monitor them.''*

**Respondent 8:** *''Unfair distribution of resources due to poor governance and corruption is a leading pressure in our context. Some policies continue to marginalise other people or groups to benefit from the nation's wealth. Other people are denied access to crucial resources due to their status and sometimes lack of political will.''*

**Respondent 9:** *''Media perpetuates other cultural traits which promote gendered vulnerabilities through drama, films, adverts and other programs. These tend to reinforce other traditional gender roles which make other groups to be sidelined and remain marginalised even in initiatives which might change their circumstances.''*

**Respondent 10:** *''Social status, inequalities, corruption, change of agricultural cycles and pervasive illiteracy are root causes of disparity in vulnerability.''*

The overall responses revealed that corruption, media, mining, population growth and economic instability are some of the leading pressures that expose people to unsafe conditions. This agrees with the suggestion that dynamic pressures are forces or influences which transmit root causes and result in negative effects that expose people to unsafe conditions (see section 2.2.1.2). As already indicated in section 2.2.1.2, other well intended development initiatives can result in negative effects which may expose communities to unsafe conditions. This implies that disaster practitioners should be aware of context specific dynamic pressures, so that they can be able to involve other actors in designing initiatives, which can reduce these pressures and reduce community risks to disasters. Other initiatives could be advocated that relate to citizen's empowerment, to help communities fight corruption and poor governance. Against this background, resources can be distributed evenly. Additionally, some of these pressures such as the media create opportunities for advocacy groups for women to campaign against corruption. Such opportunities can give all genders a louder voice on societal issues. This will also ensure citizen participation in decision making and policy making which will impact distribution of power, resources and wealth.

**Key finding 4: It is crucial for practitioners to be aware of leading pressures that can expose people to unsafe conditions. Awareness facilitates the ability to design, plan and implement programs and projects which enhance the capacities of communities to reduce these pressures. Newly formulated programs also provide platforms for gender integration and citizen participation in related risk reduction endeavors.**

After establishing different leading pressures which create vulnerability, participants were asked to identify unsafe conditions that expose people to disasters. The section below presents the findings under the category of 'unsafe conditions':

## 4.2.4 Unsafe conditions

Unsafe conditions are those circumstances which expose people to disaster risk (see section 2.2.1.3). It is therefore crucial for practitioners to be aware of such conditions so that once they identify them they can link them back to the root causes. Thus, the ability to identify these three aspects (root causes, dynamic pressure and unsafe conditions) that cause progression of vulnerabilities by practitioners can lead them to realise that manifestation of such vulnerabilities is what causes disasters. This perspective can help practitioners understand that disasters can be prevented, therefore are able to educate communities to take proactive action towards such happenings (see section 2.1.1). The responses given by participants after they were asked to state any unsafe conditions that expose people to disaster risk included:

**Respondent 1:** *''Usually unsafe conditions are characterised by high levels of crime due to lack of protection units in such areas. Some settlements are illegal so you will find that there are no protective institutions such as SAPS to curb crime.''*

**Respondent 2:** *''Other people suffer marginalisation by living in illegal settlements. These people can suffer both political and social marginalisation which results in remaining poor no matter how much they 'shout' and this can go on and on from generation to generation.''*

**Respondent 3:** *''Limited access to critical infrastructure and services such as roads, cyclone shelters and telecommunications; insecure access to other*

*livelihood resources such as agricultural land, water infrastructure and money; violent conflicts generally leaves people more vulnerable.''*

**Respondent 4:** *''No shelter or food and unclean water are some of the unsafe conditions which can make people vulnerable. Generally failure to meet basic needs definitely make people more vulnerable to disasters.''*

**Respondent 5:** *''Low income caused by the rich exploiting the poor or as a result of limited knowledge and skills to compete effectively in the job market. This can result in vulnerabilities among people.''*

**Respondent 6:** *''Living in areas with poor infrastructure such as absence or blocked sewage and water systems present unsafe conditions to the inhabitants, as these conditions may promote outbreak diseases like cholera.''*

**Respondent 7:** *''Mining companies dumping their wastes in rivers affects people staying in river banks with poor infrastructure. They drink contaminated water from such rivers in most cases.''*

**Respondent 8:** *''Limited access to resources such as land may force people to live in unsafe areas that include: river banks, dumping places and sometimes old mining areas which have very poor infrastructure. Such conditions expose quite a number of people to become vulnerable.''*

**Respondent 9:** *''Marginalised communities living in squatter camps, abandoned mines and dumping areas are exposed to unsafe conditions. Usually people opt to live in such bad conditions due to poverty because they might be having very low or no income.''*

**Respondent 10:** *''Poor health can cause people to live under poor conditions due to lack of strength to work and provide for the needs of their families. This can result in people resorting to illegal settlements which have very poor infrastructure. Pollution, poor buildings and water crisis are examples of unsafe conditions.''*

Among the responses given, poor infrastructure taking account of poor water systems, high levels of pollution and poor building quality, were highlighted by four respondents as an indication of unsafe condition. Additionally, two respondents highlighted marginalisation as an unsafe condition. These respondents noted that political and social marginalisation resulted in high crime rates due to absence of law enforcement institutions such as police stations. Illegal settlements including squatter camps and communities located near abandoned mines were identified among others, as vulnerable to potential disasters due to marginalisation. Respondents also indicated that lack of protection systems (police stations), limited access to land, low income and poor health. All these were identified as constituting unsafe conditions. These concur with aspects of unsafe conditions noted in section 2.2.1.3.  The overall responses indicate that participants are conversant with unsafe conditions which expose people to disaster risk. These unsafe conditions affect certain genders differently, resulting in gendered vulnerabilities. Knowledge of this amongst the disaster practitioners can significantly help them to create platforms for gender integration. This means that WV practitioners would be able to use this knowledge to produce targeted DRR and gender interventions to address specific unsafe conditions.

**Key finding 5:  Having adequate knowledge about unsafe conditions in a given context is crucial prior for initial assessment and needs analysis of any program or project. This would enable practitioners to devise tools and utilise models which promote integration in disaster risk reduction programs or initiatives of any given context.**

There was need for the research to get the participants' views on levels of participation by all groups of people, despite their gender in WV disaster

preparedness planning. To ensure this, a category of gender was established. The responses and findings are as follows:

### 4.2.5 Gender

The significance of this category was to determine if there was a relationship between gender and disaster risk. The information is useful in establishing whether WV staffs consider gender integration in disaster risk as crucial. It is suggested that if the findings confirm that there is a relationship between gender and disaster then, gender integration becomes a necessary tool for achieving disaster risk reduction. On the other hand, if the findings fail to establish any relationship between gender and disaster then it can be concluded that gender integration is not a necessity in reducing disaster risk. To undertake these evaluations, participants were asked to explain whether women and men, boys and girls are affected by disasters in the same way. This helped to trigger analytical responses and at the same time encouraged participants to talk about their own experiences in the field. Some of the responses were as follows:

> **Respondent 1:** *"As highlighted before, limited resources can make people vulnerable to disasters. Furthermore, distribution of these resources is always unfair consequently depriving other groups of people. Some cultural values and expectations can contribute to depriving one gender group over the other. This is real in some house-holds where there can be a boy and a girl. You can see that one has better access to education than the other. This is usually because the family favors the one who will be the 'heir' of the family name. As a result the other child is deprived and left exposed to become more vulnerable when disaster strikes."*

> **Respondent 2:** *"When a disaster occurs it affects everyone, although some can be able to withstand especially if they get warning messages earlier they can hide in safer areas.*

**Respondent 3:** *"It is usually the poor who are hardest hit by disasters. Unequal distribution of resources among women and men living within the same society results in higher risk for the disadvantaged gender. In the African context, property such as land and houses belong to men. Women tend to be more vulnerable to disasters than men."*

**Respondent 4:** *"Actually men, women, girls and boys are not affected by disasters in the same way. This is due to the different roles they perform in their day to day lives which exposes them to different vulnerabilities"*

**Respondent 5:** *"Generally people in the same society have different skills and strength, as such when disaster strikes it will impact on them differently."*

**Respondent 6:** *"People have different capacities yet live in the same society. This on its own entails that disasters do not affect them in the same way."*

**Respondent 7:** *"I don't think disasters affect all groups of people in society equally. My observations are that some groups can suffer the effects disasters more than others, depending on the type of disaster, due to their productive or reproductive roles."*

**Respondent 8:** *"It all depends on the type of disaster but usually, the different roles that people living within the same society perform, makes them suffer the consequences of disaster differently."*

**Respondent 9:** *"There is no way women, men, girls and boys can be affected by disasters in the same way, because they don't have the same strength to rescue themselves when disaster hits their community."*

**Respondent 10:** *'' Generally men, women, girls and boys are affected by disasters in different ways.*

In discussing the relationship between gender and disaster, all the respondents highlighted the differences among people living in the same society when disaster strikes their communities. Their explanations centered on the different roles that

people from the same society perform in response to the values and expectations of such societies. Aspects such as differentials in resource access and physical strength or certain capacities contribute to these differences. Four of the respondents highlighted that, the different roles (either reproductive or productive roles) that people play within society affects how they experience disasters. These responses concur with the contributions noted in section 2.2.2. Furthermore, the differing roles among people from the same society also affect their ability to access certain resources. Three respondents pointed out that inequalities in opportunities and access to resource also creates gender inequalities in terms of coping in disasters situations. One respondent indicated that different gender roles negatively affect income levels in certain groups. This confirms the theory highlighted in section 2.2.2, which suggests that differences in resource allocation can be linked to the culturally embedded roles assigned to different genders.

Finally some respondents emphasised the issue of physical strength differences among people of the same community. They suggested that physical strength differs among groups of people from the same society. As a result, they are affected differently by disasters. Overall the responses revealed that women, men, girls and boys from the same society may not be affected by disasters in the same way. This implies that there is a significant relationship between gender and disasters. It is therefore critical to address gender integration in disaster risk reduction. Furthermore, it is necessary for practitioners to appreciate that people living in the same society are not necessarily affected by disasters in the same way. This suggests that they are aware of gendered vulnerabilities and should take action to reduce such vulnerabilities.

**Key finding 6: Disasters affect people from the same society differently due to differentials in access to resources, capacities and allocated roles within society.**

**This means that there is need to ensure that such differences are acknowledged in order to curb gendered vulnerabilities.**

It was also necessary to evaluate the participation of women, men, girls and boys at all levels of disaster risk reduction in order to verify whether there is need for gender integration in disaster risk reduction. This was necessary because it helped the research consolidate data from earlier responses. Data collected from practitioners also helped to identify whether opportunities are given to everyone in the community to participate at all levels in disaster planning activities and initiatives. Participants provided the following responses:

> **Respondent 1:** *"As much as we want all of them to participate equally at all levels it's not easy because of cultural limitations which, sometimes deprive other groups like women and children in decision making on issues like disasters."*

> **Respondent 2:** *"In today's society everyone is given an opportunity to participate at all levels but in practice people from the same society do not participate at all levels. Usually committees are elected to represent the large community.  However, at times some members do not attend crucial meetings, because of other commitments, consequently depriving the people that they represent representation."*

> **Respondent 3:** *"Generally it is not only in terms of women and men where participation matters but children also. Children are normally excluded and do not participate in decision making, as a result their voices are not heard at any level."*

> **Respondent 4:** *"Yes, as people have different strengths and weaknesses, for the purposes of complementing each other, it will go a long way if gender is integrated"*

**Respondent 5** *''Different roles among people of the same society sometimes cause other groups not to participate at other levels in disaster risk reduction.*

**Respondent 6:** *"Men and women's participation in disaster risk reduction varies from society to society. In some societies both men and women participate at all levels but generally there are a few women working in the disaster management area because of limited skills and knowledge in that area. Usually women are congested in caring professions such as nursing and teaching which are in line with their reproductive roles.''*

**Respondent 7:** *''Despite equal opportunities given to men and women from the same society, they do not participate at all levels in disaster initiatives as it is still a male dominated area.''*

**Respondent 8:** *''Not really, girls and boys in society are regarded as children and they don't participate at any level in decision making as they are regarded as minors.''*

**Respondent 9:** *''Our initiatives in disaster risk reduction encourage participation by everyone at all levels but culture still remains a barrier for men and women to participate equally.''*

**Respondent 10:** *''Despite efforts to ensure that all people participate at all levels in disaster issues, it is not easy to achieve because of aspects pertaining to values and expectations of any given context.''*

Overall responses revealed that people from the same society do not necessarily participate equally at all levels in disaster risk reduction. Nine of the respondents pointed out that people do not equally participate at all levels. They highlighted challenges such as cultural values, roles and expectations. In general children are not expected to participate in decision making because they are regarded as minors. Participants further highlighted the reason why certain gender groups do not

participate in disaster planning and initiatives. They suggest that certain gender groups are already burdened by the roles that they play within society related to reproductive or productive (farming) activities. It could be construed that some groups tend to be over occupied to the extent that they will not be able to participate in disaster initiatives. It was also noted that limited skills and knowledge about disasters among some gender groups affected their ability to participate in disaster risk reduction activities. These responses generally point out that respondents are aware of the challenges which prevent all community members from participating in disaster reduction initiatives. It can therefore be argued that practitioners need to be empowered to utilise such knowledge. This will assist practitioners in carrying out thorough assessments, design and programme implementation that creates platforms to enhance participation for all groups at all levels.

**Key finding 7: People from the same society do not equally participate at all levels in disaster risk reduction due to societal values and expectations which result in some groups being overburdened and others undermined. It therefore means that gender integration is necessary in disaster risk reduction.**

To determine how WV policy guidelines ensures that root causes, dynamic pressures and unsafe conditions that underlie gender specific vulnerability are taken into consideration a category of 'policy integration' was also examined. The findings under this category are discussed in the section below:

### 4.2.6 Policy integration

The significance of this category is to determine the degree of gender integration in WVSA. To do this, participants were asked questions relating to policy guidelines within the organisation that promote gender integration in disaster risk reduction. It

was important to find out if participants were aware of such guidelines because it establishes whether practitioners are able to consider and utilise gender integration in their disaster planning and implementation. If participants could not identify policy guidelines that promote gender as a cross cutting theme, the organisation would have to do more to provide relevant guidelines for disaster practitioners. Furthermore, if respondents fail to identify policy guidelines it might also mean that they do not utilise the existing WV policies and therefore fail to integrate gender well in their programmes and disaster initiatives. If the respondents are able to identify the policy guidelines, it might mean that they know about the existing guidelines. The responses for this criterion were as follows:

> **Respondent1:** *''In WV we have the LEAP guidelines which promote inclusion of gender issues in any programming.''*

> **Respondent 2:** *''A lot of policy documents are available in WV to guide program designers, planners and implementers to promote gender integration. These include the gender tool kit of 2008, LEAP guideline and other Humanitarian and Emergency (HEA) policy frameworks.''*

> **Respondent 3:** *''The gender guide books and training manuals used by practitioners and facilitators in WV promote gender mainstreaming and prioritice gender aspects in both planning and implementation.''*

> **Respondent 4:** *''We use the LEAP guidelines very often in most of our programming because it is applicable to all our three pillars which are transformational development, advocacy and humanitarian emergency affairs.''*

> **Respondent 5:** *''In order to promote gender integration WV utilise the LEAP process which outlines different steps that should be followed to ensure that the needs of the community are met. These steps are usually a cycle that includes assessment, designing, monitoring, evaluation and reflection. All these steps promote gender integration*

*from the initial step of assessment where gender needs or challenges of a community can be identified.''*

**Respondent 6:** *''The major guideline in WV is the LEAP and other pillars have their own to ensure that gender is a cross cutting theme of their programming.''*

**Respondent 7:** *''The LEAP guidelines 2<sup>nd</sup> edition promotes disaster risk reduction integration in the LEAP process both in theory and practice. Therefore assessments, designing, monitoring and evaluation gender of aspects are at the core in our program.''*

**Respondent 8:** *''To ensure that gender is promoted in WV there are published toolkits on gender and policy guidelines like LEAP which practitioners are always encouraged to utilise in planning and implementation of any initiatives under WV programs.''*

**Respondent 9:** *''Training manuals and toolkits are readily available to WV practitioners to utilise and enhance their understanding of issues relating to gender so that they promote gender mainstreaming and inclusion in programming and implementation.''*

**Respondent 10:** *''Gender aspects are at the core of any planning and implementation of any projects or program initiatives. Training toolkits and manuals are available to everyone in WV to utilise - both in theory and practice to promote gender mainstreaming and gender equality.''*

Participants managed to identify some WV documents and guidelines which they thought promoted gender integration in their organisation's programing. Seven respondents pointed out that the LEAP guidelines exist to ensure that gender is integrated in the WV programming. Other participants highlighted that manuals on gender integration and toolkits exist within the organisation to provide guidelines on

gender integration. According to responses provided the LEAP guideline is well known by most of the participants as a document that encompasses gender. They indicated that the document can be used in any programming and this confirms what has been indicated in the literature review (see section 2.4.3.1). This also includes disaster risk reduction integration in the LEAP process in order to ensure that all initiatives for communities are designed, planned and implemented through a gender lens (see figure 2.2 in section 2.4.3.1). The gender manuals and toolkits on the other hand are specific guidelines for gender. In this light, both the LEAP and toolkits are essential guidelines that promote gender integration in WV programing. The ability by practitioners to identify guidelines within the organisation that promote gender integration may mean that they have been empowered to utilise those guidelines in all the processes engaged in programming.

**Key finding 8: The LEAP guidelines and gender toolkits are existing guidelines utilised to promote gender integration in WV programming.**

There was also a need to find out the level at which WV integrate gender and disaster in practice in Limpopo in order to gain a deeper insight into the practical implementation of these plans. This information is crucial in making recommendations to the specific organisation on how gender integration can be promoted both in theory and in practice. Responses were noted as follows;

> **Respondent 1:** *''Gender analysis is an important element which should be included at every initial step of assessment before any planning occurs. Assessment of community needs with a gender focus usually achieve sustainability because these vary from context to context.''*

> **Respondent 2:** *''We usually utilise vulnerability and capacity models in our disaster mitigation efforts to reduce gender inequality and ensure that power systems do not create vulnerability.''*

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**Respondent 3: "**_By including all groups of peoples at planning stage gender mainstreaming is harnessed._

**Respondent 4:** _''In WV we use an integrated approach to change in such a way that our advocacy approach strives to tackle the underlying issues and root causes of poverty. To engage all community members, a ''tree problem'' is used to identify symptoms, underlying issues and root causes of the challenges a community might face for example, disaster. This approach can be used with any community group including children, when identifying community needs and engaging communities to deal with the root of all problems.''_

**Respondent 5:** _''In some instances, we use ''Community C- change approaches in order to ensure that everyone participates in solving the challenges which make them vulnerable to poverty.''_

**Respondent 6:** _''Our disaster preparedness initiatives aim to undertake capacity building that help to reduce people's vulnerability in a given context through community empowerment, especially the marginalised communities. The intention is to enable them to challenge any poor governance practices. We utilise such social accountability models such as the Citizen Voice and Action, to empower communities to engage in peaceful dialogues with their government in order to improve the infrastructure and demand other services they are entitled to get.''_

**Respondent 7:** _''Such models like sustainable livelihoods, pressure and release in the LEAP guidelines help us as planners to look beyond the situation at hand. In doing so we then join hands with the community in tackling root_

*causes of poverty for example that lead to vulnerability. It is complicated in the sense that many key players are involved.''*

**Respondent 8:** *''As a child centered organisation, WV promote full participation of boys and girls in disaster risk reduction initiatives through the use of child friendly approaches such as ''problem tree'' to engage them at all stages of the process.''*

**Respondent 9:** *''WV advocacy approaches promote equal access to resources for everyone in the community by educating community members about human rights and entitlements. This helps in challenging cultural practices which tend to deprive other people because of their gender.''*

**Respondent 10:** *''It is important for any program or project to adopt a gender lens from its initial stages so that gendered vulnerabilities are reduced''*

The participants highlighted the utilisation of models that promote participation and adopt a gender lens in an effort to reduce vulnerabilities. All the responses recognised that the use of models such as the vulnerability and capacity assessment, sustainable livelihoods, c change, problem tree and social accountability models as promoting citizen empowerment. The majority of respondents agreed that the above models promoted participation and gender integration within the WV practices. It is clear that practitioners are aware of the gender integration guidelines and they utilise approaches described by these guidelines to promote gender integration in the WV programming. Some respondents expressed the importance of gender analysis or adopting a gender lens in any assessment of a program or project. This indicates that there is recognition of the value gender analysis, as a critical element of any project or program assessment. This therefore makes it possible to identify gendered vulnerabilities in any given context.

**Key finding 9: WV utilise different models to address and promote gender integration in Limpopo but participation by all groups of people disaggregated by gender is still critical.**

## 4.3 Conclusion

Research findings were grouped under categories which were established in order to make interpretation and analysis of data easier. The pressure and release model was to explore the primary categories which, included disaster, root causes, dynamic pressures and unsafe conditions. Gender and policy integration were added to the categories recommended by the pressure release model. The additional categories were useful in determining WV's role and level of integration in both theory and practice. Key findings highlighted under each category portray the main themes drawn from the responses provided by participants of the semi structured interviews and from the literature review.

The findings show that WV ensures gender integration at the designing and planning stages by utilising LEAP guidelines and gender toolkits. In addition, gender analysis appears to be an element of most project or program assessments through the LEAP process. Integration of disaster risk reduction in WV LEAP process promotes gender analysis during assessments and creates a platform for gender integration in designing and planning. Although findings showed that gender integration is ensured in designing and planning, there is still a challenge for WV to create platforms for gender integration in practice. The findings established that there is limited participation by certain groups. Media opportunities are not used effectively to enhance citizen participation, through advocacy initiatives, to challenge poor governance which results in unfair distribution of public resources and wealth. The next chapter will draw conclusions and recommendations from the findings presented in this chapter.

# CHAPTER 5: RECOMMENDATIONS AND CONCLUSIONS

## 5.1 Introduction

The previous chapter (chapter four) analysed the data and established research findings guided by theoretical foundations highlighted in the literature review. This chapter aims to draw recommendations and conclusions from the findings established in the previous chapter aligned with the theoretical foundation and research questions proposed for this study. This chapter will also establish whether the findings and research proceedings managed to achieve the research objectives which were highlighted in chapter one of this study. The chapter will also conclude the findings and make recommendations on how WV will improve the degree of gender integration to achieve disaster risk reduction. As a point of departure, the research objectives and research questions formulated for the study will be revisited. A brief discussion of the findings related to each question will then be reviewed to illustrate whether the research question was indeed addressed and then end with the research conclusions.

## 5.2 Research conclusions

This section will provide a reflection on research objectives and questions which were outlined in chapter one of this study. The objectives of this study were:

a) To determine the relation between gender and disaster risk.

b) To highlight the theoretical perspectives for gender integration as a means to reduce disaster risk.

c) To determine what guidelines exist to promote effective implementation of gender integration programming in WVL.

d) To determine the degree of gender integration into planning within WVL.

e) To recommend ways to improve WVL's gender integration in disaster preparedness plans.

To ensure that the research problem was addressed, the study sought to find answers to the following research questions:

a) What is the relationship between gender and disaster risk?

b) What are the theoretical perspectives for gender integration as a means to reduce disaster risk?

c) What guidelines exist to promote effective implementation of gender integrated programming in WVL?

d) To what degree is gender integrated into planning within WVL?

e) What recommendations can be made to ensure effective gender integration in disaster preparedness plans?

The research questions and the findings and conclusions related to each one will now be discussed

### 5.2.1 Conclusion(s) related to question (a)

It was clear from findings of the literature review and semi structured interviews that there is relation between gender and disaster risk. However, the study also found that there is a disparity in vulnerabilities among people (women, men, boys and girls) of the same society and this causes gendered disparities when disasters strike. These gendered differentials emanate from society's structure which is characterised by different roles (productive and reproductive) among people of the same society. Women, men, girls and boys perform different roles and these are influenced by cultural norms and these include traditions, religion and values. It is these different roles which expose people of the same society to different vulnerabilities and risks such that when disasters strike, different groups are not affected in the same way.

The fact that disasters do not affect people living in the same context in the same way cannot be ignored. Unequal power, resources and wealth distribution perpetuate gendered vulnerabilities and expose many to disaster risk. Gender analysis should be an element of any initiative's assessment to ensure that such gendered vulnerabilities

are noted. This will help reduce the impact of disasters among vulnerable groups. There is a need for actors in the field of disaster to work collaboratively in tackling the root causes of gendered vulnerabilities which expose many people to disaster risk

## 5.2.2 Conclusion(s) related to question (b)

Theoretical foundations of viewing disasters as a social phenomenon and the idea that they do not affect people equally formed the base of this study. In this regard, disasters should be viewed as social happenings which require social solutions rather than physical solutions. Such perceptions about disasters would greatly promote proactive rather than reactive action by both actors and communities in order to reduce disaster risk. Viewing disasters as social happening creates a platform for gender integration because gender is a social construct usually established through social structures and interactions.

The view that disasters are social happenings promotes the view that they can be prevented or avoided. The elements of the pressure and release model were used as the basis for explanations on manifestation of vulnerabilities. The pressure and release model also guided the methodology which was used in this study and findings conclude that disaster root causes, dynamic pressures and unsafe conditions should be tackled with a gender lens. This is because the relationship between disasters and gender established that there are deeper rooted gendered vulnerabilities and the manifestation of such vulnerabilities through dynamic pressures and unsafe conditions causes disasters, which in turn lead to gender-specific disaster effects. Root causes, dynamic pressures and unsafe conditions as postulated by the pressure and release model should form the basis of any gender integration initiative that aims to reduce disaster risk.

**5.2.3 Conclusion(s) related to question (c)**

In order to promote effective implementation of gender integration in WVL programming, the WV LEAP guidelines (2007) and WV Gender toolkit (2008) are used for both planning and implementation of WV programs, including disaster preparedness planning. The LEAP process is a WV programme approach which ensures that such cross-cutting themes like gender are integrated in any programme or project initiative so as to achieve sustainability. Disaster risk reduction is integrated in the LEAP process through the LEAP guide lines. The principle is to ensure that cross-cutting themes like gender, disability and peace building are at the core of every stage of the LEAP process. Gender is to form part of the assessment, redesign, monitoring, evaluation, reflection and also transition in all disaster planning projects. This integration ensures the sustainability of all initiatives. During such assessments, gender analysis lays a strong foundation for gender integration by generating sex–disaggregated data for community vulnerability and capacity assessment.

The study also found that gender toolkits provide practical guidelines for integrating gender in different sectors of WVL which include transformational development, advocacy and humanitarian emergency affairs. Both the LEAP and gender toolkits promote gender analysis as a core element of any programme or project assessment to ensure that gendered vulnerabilities are addressed. These guidelines provide practitioners in the above sectors with significant information that promotes the implementation of gender integrated programmes in WV.

**5.2.4 Conclusion(s) related to question (d)**

Vulnerability and capacity models like the pressure and release model are usually used during the planning process as outlined in the LEAP guidelines. Other methods like 'C change' and 'tree problem' are also utilised together with the pressure and release model to tackle the root causes of gendered

vulnerabilities. In WV, gender is one of the crucial themes which integrate in both planning and implementation.

As mentioned above, WV utilises different models to address and promote gender integration in Limpopo. Gender analysis forms part of any programme or project assessment such that gender needs are usually identified during the initial assessment of the LEAP process. WV's emphasis is on tackling root causes of poverty through reducing vulnerabilities and increasing capacities. This creates a platform for gender integration because root causes of gender vulnerability are influenced by socio-economic structures which greatly influence power relations and resource distribution. WV's efforts promote empowerment of all groups in society and equal access to resources by all.

The findings related to research question (e) are discussed within the recommendation section to follow.

## 5.3 Recommendations

The key findings established in chapter 4 of this study created a foundation for recommendations to be based on. The recommendations for this study could improve integration of gender in WV. The six categories (disaster, root causes, dynamic pressures, unsafe conditions, and gender and policy integration) which were used to present research findings in chapter 4 will be used to guide the recommendations on ways to improve WVL's gender integration in disaster preparedness plans.

## 5.3.1 Disaster

Disaster was seen as a preventable event in this study. Some authors (Quarantelli, 1992; Quarantelli, 2005; Rodriguez et al., 2007) argued that, viewing disasters as social phenomena promote pro-active action among people which will encourage

them to do something to prevent occurrence of disasters. Along the same view, the majority of interview participants emphasised that disasters can be prevented although there is a need to challenge existing structures and culture. The perception that disasters are preventable is significant in promoting proactive action for DRR by all actors involved in disaster management in WV. This proactive orientation also creates a platform for gender integration as a pro-active means of disaster risk reduction within the organisation.

*Recommendations:*

❖ Disasters should be viewed as social happenings because they are a manifestation of social vulnerabilities. There is a need for practitioners to view disasters as such so that they can be able to advocate, convince and engage other actors to reduce disaster risks. This helps in disaster preparedness planning in dealing with social structures that promote manifestation of social vulnerabilities. Additionally, the realisation that disasters are social happenings should enforce pro-active action among vulnerable communities and disaster practitioners and lead to the creation of platforms for greater gender integration in DRR initiatives.

### 5.3.2 Root causes

This study established that there are deeper origins that contribute to the occurrence of disaster events in any given context. Some authors (section 2.2.1.1) argue that socio-economic structures, ideologies, history and culture create unequal power relations which lead to vulnerability differences among people of the same society (Wisner et al., 2012: Wisner, 2004; Twigg, 2004; Delaney, 2002). The findings from interviews compliment the theoretical ideas on root causes. This is because WV practitioners displayed an understanding of the root causes of disparities in vulnerability and affirmed that they value need for gender analysis in all disaster assessment programmes and projects in WV. Such knowledge lays a strong foundation for gender integration in both design and integration. Interaction of root

causes result in unequal distribution of power, wealth, resources, other social practices and traditions that promote gendered vulnerabilities. Thus, having the knowledge of the origins of disaster vulnerabilities enhances the integration and engagement of stakeholders and actors in disaster initiatives. It also ensures that interventions focus on eliminating the deeper origins of disaster risk instead of just focusing on the eventual outputs of these deeper processes. This study showed that WV practitioners are aware of these root causes and a platform for gender integration is therefore created.

*Recommendations:*

❖ There is need to deal with the root causes of disparity in vulnerabilities which include socio-economic structures, ideologies and culture. This study established that WV practitioners are aware of the root causes of disasters. One way of ensuring that disaster practitioners are aware of the deeper rooted causes of gender vulnerability is to make identification of root causes and gender analysis vital elements of any disasters risk reduction programme or project assessment in WV. Additionally, practitioners should be aware of context-specific root causes of gendered vulnerabilities rather than relying on generalisations. This will help tackle context specific gendered vulnerabilities through designing context specific programmes because social constructs like gender are context specific.

### 5.3.3 Dynamic pressures

Through utilising the PAR model, this study noted that if the root causes are not tackled, they lead to dynamic pressures which increase vulnerabilities in communities (see section 2.2.1.2). Identifying dynamic pressures could help in the design of programmes or projects which will increase levels of resilience in communities and lead to disaster risk. During interviews, most WV practitioners identified media involvement and poor governance as leading pressures that compliment root causes that increases vulnerability.

*Recommendations*

❖ Practitioners should be aware of dynamic pressures that cause disparity in vulnerability so that the incorporate ways of reducing their influences from initial assessment, design and implementation process. This helps in enhancing the capacities of communities to reduce these pressures through integration and citizen participation. WV should also utilise existing opportunities presented by some of the dynamic pressures to ensure that gendered vulnerabilities are curbed. This can be achieved through the utilisation advocacy groups in fighting corruption where those groups will involve both women and men to ensure that everyone is well represented.

❖ A variety of media platforms should be used to raise awareness on disaster risk reduction and increase local people's ability to reduce vulnerabilities. This improved awareness is a crucial tool if dynamic pressures are to be addressed. Additionally, WV should promote participation by all groups on media platforms to raise awareness on gender issues or even addressing root causes of disparities in vulnerability in specific contexts. This can be enhanced if WV ensures that its new programmes provide platforms for gender integration and maximum citizen participation in related risk reduction endeavours.

## 5.3.4 Unsafe conditions

The third aspect of the progression of vulnerabilities is unsafe conditions. Unsafe conditions are perpetuated by the effects of root causes and dynamic pressures which usually expose many people to disaster risk. The interaction of unsafe conditions and hazards is what causes disasters (Wisner et al., 2012; Wisner, 2004; Blaikie, 1994). The responses from interviews confirm characteristics of unsafe conditions highlighted in the literature review under the pressure and release model. The responses from WV practitioners showed that they have adequate an knowledge of unsafe conditions and the effects they have on communities and how they lead to gendered vulnerabilities.

*Recommendations:*

❖ Practitioners need to have adequate knowledge of unsafe conditions in a given context. This increases the need to conduct a comprehensive initial assessment and needs analysis of any programme or project. This means that WV practitioners should devise tools and utilise models which promote integration in disaster risk reduction programmes or initiatives in any given context. In so doing, it will lead to reduction in vulnerabilities when social structures that promote gendered vulnerabilities are challenged.

## 5.3.5 Gender

The findings of this study confirmed that there is a relationship between gender and disaster. Various authors (Masson, 2013; Enarson, 2002; Schwoebel, 2004; Twigg, 2004) also highlight that women and men are usually affected differently by disasters. Thus, the disparity in vulnerabilities causes women and men of the same society to be affected by disasters in different ways. These gendered vulnerabilities emanate from unequal distribution of resources, wealth and power which lead to some people being exposed to unsafe conditions and be at high risk to such events like disasters.

*Recommendations:*

❖ Disaster risk reduction initiatives need to foster cultural changes in order to promote the participation of all people at all levels. It is important for practitioners to work hand in hand with traditional leaders to empower communities on gender awareness to reduce gendered vulnerabilities.

❖ Disaster and development practitioners should ensure that they employ inclusive approaches in engaging communities in disaster risk reduction

initiatives. To harness maximum participation by all groups, such approaches should take into consideration the different roles people of the same society play and find the convenient time and venues for such meetings to be conducted.

❖ Thorough gender analysis lays a stronger basis for maximum community participation in disaster risk reduction and can help reduce disparities in vulnerability as it will enable practitioners to implement inclusive initiatives.

❖ Gender integration is a crucial tool for disaster risk reduction and should be adopted by all actors in the field of disaster. Practitioners should be aware of the different tools and approaches they should use to enhance gender integration in their field.

### 5.3.6 Policy integration

In any given entity, policy acts as a guideline at any stage of a programme or project plan, design and implementation. This study discovered that in WV, the LEAP guidelines provide planers and implementers with relevant guidelines to promote gender integration. Gender tool kits are also used within WV to enhance the capabilities of practitioners within the organisation in enabling integration of gender, both in theory and practice. Additionally, WV utilises vulnerability and capacity models like PAR model to address and promote gender integration. This study established that practice and participation by all groups in disaster risk reduction activities is still a challenge in many instances, including programmes by WV.

*Recommendations:*

❖ Relevant policy guidelines should always be available as a point of reference to planners and implementers so that they ensure gender integration in all programming. It is also significant to revise and update such policy guidelines to keep up to the standard.

❖ Stakeholders need to work collaboratively and ensure that policies exist that promote gender integration so as to achieve disaster risk reduction in any given context.

## 5.4 Concluding remarks

There is need for society to view disasters as social phenomena for them to realise that they have the capacity to reduce and manage its uneven impacts. More emphasis should be on social, rather than physical solutions because disasters result in manifestation of social vulnerabilities. This will help society to realise that human action and decision making are internal forces that greatly influence the impact of disasters on society. Such point of views will help society to realise that they have control and influence to disasters mitigation and reduction. The idea here is to deal with root causes (social and economic structures, ideologies, history and culture) of gendered vulnerabilities which expose all groups of the same society to different disaster risks.

In addition, it is necessary to realise that different roles women, men, girls and boys play in society tend to make them suffer dynamic pressures differently. These expose these different groups of the same society to different fragile livelihoods and unsafe conditions which make other groups more vulnerable than others. Such gendered vulnerabilities cause adverse events like disasters and hazards to impact people of the same society differently. Depending on the type of disaster or hazard women, men, girls and boys are impacted differently due to the different roles they play in their society. Although both women and men suffer the effects of disasters, research has shown that in most cases, women and girls are hit hardest by disasters due to root causes embedded in social and economic structures, ideologies, history and culture.

Increasing participation of women and men, girls and boys at all levels of disaster risk reduction process can assist in reducing gendered vulnerabilities. An integrated approach is necessary to ensure both external actors and all groups of society

participate in disaster risk-reduction initiatives at all levels to reduce gendered impacts. Gender integration is a tool which can help foster manifestation of gendered vulnerabilities and promote participation by everyone in society to achieve disaster risk reduction. Thorough gender analysis of the different roles people in a given society and an analysis of the vulnerabilities and risks they are exposed to helps all stakeholders to successfully utilise gender integration as a tool for disaster risk reduction. Gender integration ensures participation by everyone in society in decision making, access to resources and information in order to reduce vulnerabilities and risk to disasters.

Gender integration is a significant tool to achieve disaster risk reduction. The fact that disasters do not affect people of the same context in the same way cannot be ignored. There is need for all actors to work collaboratively in tackling the root causes, dynamic pressures and unsafe conditions that lead to gendered vulnerabilities which expose many people to disaster risk. WV's efforts to ensure gender integration in disaster risk reduction through the utilisation of its LEAP approach and also other vulnerability and capacity models like the pressure and release model in tackling root causes of gendered vulnerabilities deserve to be acknowledged as good practice. In conclusion, the recommendations of this study should be considered in future by WV and other actors in different fields so as to improve implementation of gender integrated initiatives to achieve sustainability.

**Annexure A: Semi-Structured Interview Questions**

1. Define disasters?
2. What are the underlying factors that cause vulnerabilities and risks?
3. Is there a relation between resources access and disasters?
4. Do you think women, men, girls and boys are affected by disasters in the same way? Explain.
5. Can you give any root causes of disparity in vulnerabilities among people of the same society?
6. What are the leading pressures that expose people to unsafe conditions which make them more vulnerable to adverse events like disasters?
7. State any unsafe conditions which people can be exposed to and become more vulnerable to disasters.
8. Do you think women, men, boys and girls participate at all levels in DRR? What may be the reason?
9. Could Gender integration into DRR have a positive contribution to reducing Disaster Risk?
10. What guidelines exist to promote gender integration in WVL programming?
11. How does WV address gender integration in disaster preparedness planning?
12. In what way is gender and disaster risk reduction integrated in practise in Limpopo?
13. To what extent do WV interventions ensure that they address gendered vulnerabilities?
14. Are there limitations constraining effectiveness and relevance of gender integration of DRR in practice?
15. What recommendations can be made to ensure effective gender integration in disaster preparedness plans?

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