National Gender and Emergency Management Guidelines

All on Board: Year One

Evaluation Report

Contents

ACRONYMS

AHRC	Australian Human Right Commission
AIFS	Australian Institute of Family Studies
CFA	Country Fire Authority
COAG	Council of Australian Governments
DHHS	Department of Health and Human Services
EM	Emergency Management
EMV	Emergency Management Victoria
GAD	Gender and Disaster
HFA	Hyogo Framework for Action 2005-2015
HFA2	HFA2 Post-2015 Framework for Disaster Reduction
LGA	Local Government Authority
LGBTI	Lesbian, Gay, Bisexual, Trans and/or Intersex
MUDRI	Monash University Disaster Resilience Initiative
NSDR	National Strategy for Disaster Resilience
SES	State Emergency Service
UN	United Nations
UNWomen	United Nations Department of Women
VicPol	Victoria Police
WHGNE	Women's Health Goulburn North East
WHIN	Women's Health In the North

1. Introduction

There is international consensus that disasters have a differential impact on men and women (see for example, Enarson, 2012; Tyler & Fairbrother, 2013; Eriksen, 2013). This differentiated impact is not currently addressed in our state and territory emergency management plans. In general, planning for gender is absent. The Attorney General's Department recognised this critical gap and funded the *All on Board* project to develop and implement national guidelines for gender and emergency management. The first year of *All on Board* has been funded under the Disaster Resilience Australia Package - National Emergency Management Project (NEMP) by the Federal Attorney General's Office Grant # NP1516-006. This project has been run by Women's Health Goulburn North East (WHGNE) and partner applicants Women's Health In the North (WHIN), and Monash Injury Research Institute (MIRI). *All on Board* is auspiced by Emergency Management Victoria. This report provides an evaluation of the first year's funded objectives.

All on Board: Incorporating national gender and emergency management guidelines was an initiative to increase the safety and wellbeing of the Australian community in preparedness, response and resilience to disaster. The challenge was to develop national guidelines on incorporating gender into the national thinking about disaster. The resulting guidelines represent input from over 300 stakeholders from around the country. This evaluation found that, despite significant institutional resistance from some emergency management professionals and institutions, the consultation was broad and the opportunities to comment and contribute were well facilitated. The resulting guidelines are an important first step. The evaluation makes several recommendations including considering an alternative national auspicing body for year two of the project.

Structure of the evaluation

The evaluation begins by presenting the **Aims and Objectives**. The **Framework for the evaluation** details the process evaluation and the models for understanding and addressing the drivers of differential gendered outcomes and the project and evaluation governance. The **logic model** will then be presented, providing a schematic overview of the project and its evaluation. The logic model is followed by a context evaluation. The **context evaluation** highlights crucial issues in the national and international documents influencing gender and disaster management in Australia, sketching the landscape in which the evaluation and the project are conducted. The **findings and analysis** present the substantive evaluation of the aims and objectives of *All on Board*. The evaluation found that in producing a **literature review** and **National Guidelines for Gender and Emergency Management**, the project team effectively engaged national stakeholders, developing the shared understanding of the need for guidelines and the shared understanding of the knowledge of issues related to gender and disaster. The **conclusion and recommendations** point to areas for improvement, options for future directions and significant innovation in program practice for replication elsewhere. A final acknowledgement section recognises the work of the project members to bring the evaluation and guidelines to completion.

2. Aims and Objectives

Aims

This evaluation will address the first year's project aims. Year one *All on Board* aims were:

- to produce an international literature review, and
- to develop guidelines for gender and emergency management.

Objectives

This evaluation will address the *process* by which the aims were achieved. The following program objectives are identified in the funding agreement:

a. A shared improved understanding (nation wide) of the need for Gender and Emergency Management guidelines, and the critical importance of policies and practice that incorporate a gender lens.

b. A shared improved understanding (nation wide) of the specific issue (social, structural, psychological financial interpersonal and physical) relating to gender and disaster – and a capacity informed by clear guidelines, to respond to these.

c. Changed practices by key emergency management organisations and communities to help identify and/or prevent and or respond to (as appropriate) gender based disaster impacts.

d. New knowledge within the emergency sector of how to action the guidelines, and gain support for subsequent changes to policies and practices.

e. Improved planning, response and recovery for both men and women in the midst and aftermath of disaster.

f. The development of guidelines, which are inclusive of the context and experience of all states and territories.

While objectives a, b and f are identified as within scope and form part of the evaluative framework, there are concerns about objectives c, d and e. These are beyond the scope of the first year of the project, which focuses on the development and production (not the implementation) of the guidelines. The second year of the project focuses specifically on implementation. This second year of implementation addresses the outcomes related to changing practice, implementing the guidelines and improving planning, which are the focus of c, d and e. Consequently, c, d and e are beyond scope for the *All on Board* year one evaluation.

The objectives of the process evaluation are to:

1. **Assess the literature review against international standards**

   - An international peer reviewer was engaged to provide feedback on its quality and success.

2. **Assess project management against project milestones**

- Project management is evaluated against project milestones to assess the adherence to budget and timelines.
- Project management of stakeholder relationships is assessed against the quality of relationships at the end of year one of the project.

3. Assess the process for developing national guidelines inclusive of all states and territories.

- The effectiveness of the strategy for engaging the audience, the needs of the EM community and gaps in current practice is assessed.
- The effectiveness of the platforms is assessed.
- The effectiveness of the process for engagement is assessed.
- The effectiveness of the processes for consultation is assessed.

The following questions form part of that enquiry into the national engagement and consultation:

- Was a shared understanding of the need for national gender and disaster guidelines developed?

- Was a shared understanding of the specific issues related to gender and disaster developed?

3. Evaluation Framework: process evaluation, data sources and evaluation limitations

The differential impacts of disaster on men and women are well established. As the literature review reveals, violence against women increases and men experience higher rates of drug and alcohol use and mental health issues. This evaluation framework combines three theoretical underpinnings: process evaluation, best practice in understanding the causes of gendered violence in an ecological model and the Australian conceptualisation of change to decrease gendered differential health outcomes.

This evaluation uses the process evaluation framework of Stecklet and Linnan (2002). Process evaluations are undertaken to assess the effectiveness of the delivery of projects with broad public health objectives that manifest over time (Scheirer, M. (Ed) 1994). Addressing the gendered impacts of disaster is one such broad public health objective. Process evaluations enable the identification of components of projects for the purpose of evaluation. Typically a process evaluation will look at: the key components of a program that have been delivered effectively; to whom these components have been delivered effectively; and the conditions under which the components are delivered effectively (Stecklet and Linnan, 2002).

The process evaluation model is used here in combination with an ecological understanding of violence against women. The ecological framework for understanding violence against women provides a schema for conceptualising the relationship between gender stereotyping and the rise in violence against women at times of disaster (Anastario, Shehab, & Lawry, 2009; Enarson, 1999; Fothergill, 1999, Houghton, 2009; Parkinson, 2015). "An ecological approach to abuse conceptualizes violence as a multifaceted phenomenon grounded in an interplay among personal, situational, and socio-cultural factors." (Heise, L. 1998) Risks *and* protective factors come into play in each sphere of the ecological model.

Figure 1: Ecological Framework for Understanding Violence against Women

Source: Heise 1998   © UNFPA and WAVE 2014
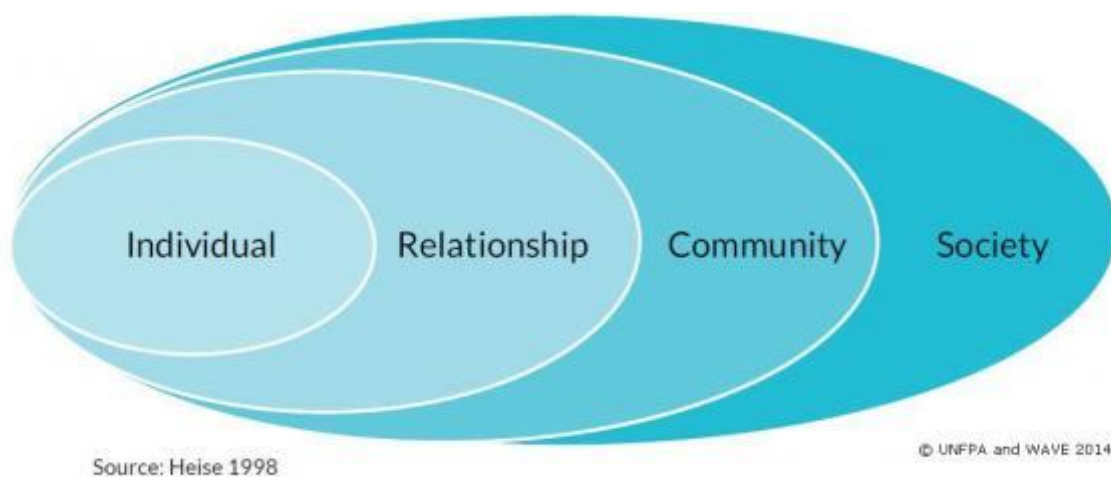
This multifaceted conceptualization underpins the evaluation of the choices made by the program team to deliver the national guidelines for gender and emergency management.

The final leg of the evaluative framework is the Our Watch *Emerging Theory of Change (2014)*. Our Watch is the National Organisation for the Prevention of Violence against Women and their Children. Their theory of change recognises that changing attitudes and practices takes time and requires a multifaceted approach. The theory harnesses the ecological model and produces six interlocking principles for 'stepping through the actions that need to be taken for complex and long-term social transformation, and the principles or assumptions behind such actions' (Our Watch, 2014).

The emerging theory of change is based on six inter-related principles:

1. We cannot create change alone – we need to work with others and 'build a movement' to prevent violence.

2. Change comes from identifying and addressing the root causes of a problem.

3. Different approaches are needed to create change at individual, community and institutional levels.

4. A multi-faceted, long-term program, with activities that reinforce each other, will maximise change.

5. Whole-of-population work and tailored approaches for different groups are required.

6. Continuous evaluation and testing will guide the work.

(Our Watch, 2014)

The guidelines are asking stakeholders to engage in reflection on improved practice in their organisation, and this theory represents the best thinking on how to affect change on issues where gender drives differential outcomes. These three tools, a process evaluation, the ecological model of violence against women and the emerging theory of change provide the theoretical scaffolding for evaluating the *All on Aboard* project.

3.1 Governance of the project and evaluation

The project was funded by the Attorney General's Department and governance was achieved through a cascade of national and state-based emergency management organisation. The Australian and New Zealand Emergency Management Committee (ANZEMC), Recovery Sub Committee (RSC) and Social Recovery Reference Group (SRRG) acted as the national governance bodies. Responsibility for oversight and day-to-day contact was delegated to Emergency Management Victoria (EMV). The project management staff maintained contact with EMV through regular meetings where progress updates on outcomes and objectives were provided. Two presentations were made to RSC providing updates and receiving feedback.

This evaluation was conducted by an external independent evaluator (as required in the contract), engaged by WHIN. The evaluator has a background in research and evaluation in the area of public health, gender and gendered violence. Governance of the evaluation included an evaluation reference group made up of Dr. Deb Parkinson, Susan Reid, Helen Riseborough, Judy Jeffrey and Prof. Francis Archer who provided support with documents, access to individuals, attendance at Advisory Group meetings and context information.

3.2 Data sources

This evaluation uses a mix of qualitative and quantitative data to assess the effectiveness of the development of the guidelines.

Quantitative Data

The quantitative data is drawn from the administration of the project. This included data collected through engagement with the online platform as well as the processes for consultation. The online platform was established within the Gender and Disaster Pod (GaDPod) website, specifically for the *All on Board* project and managed by the project team. The online platform included portals for commenting on drafts of the guidelines and a survey monkey tool, deployed early in the project, to scope the gaps and need for guidelines. Comments received through the platform were collated in two excel documents, one recording the guidelines comments and contributors' details and the other recording responses from the survey monkey.

Interview data

The evaluator conducted in-depth interviews with six participants. The interviews explored the process for providing feedback, the ease of the platform use and satisfaction with the incorporation of feedback into the final guidelines. Interviewees were selected carefully from a wide spectrum of stakeholders including local council, emergency management operational staff, a variety of states and territories beyond Victoria, non-operational staff and academic perspectives. All had been involved in providing significant feedback on the Guidelines. A gender balance was difficult to achieve. Predominantly women responded to the call for participants, while men were much more difficult to 'get on the hook'. The interview data is in no way representational. It rather provides some deeper insight into the challenges and successes of the project that are not represented by the figures capture in the quantitative data.

Using qualitative and quantitative data

Qualitative and quantitative data provide different kinds of information. Quantitative data can provide information on broad characterisations of the group that contributed to developing the guidelines, for example, the spread of roles and responsibilities, and any pattern in relation to the type and nature of feedback received, like how many people thought there was a need for the guidelines, and more pragmatically about the accessibility of the platforms chosen by the program team as an interface for feedback. The qualitative data can provide us with insight into the motivation for participation, perceived barriers to achieving guidelines that reflect the needs of women and men in disaster, and to some extent the sense of a shared understanding of the need for the guidelines. In this evaluation, the data sources are used consecutively in the analysis, which is to say, to speak about different aspects of the evaluative questions.

3.3 Limitation of the evaluation

The evaluation has several limitations that must be considered in interpreting the findings. A process evaluation recognises that the outcomes and impacts of projects like *All on Board* manifest over time. Ideally evaluation would also track these impacts and outcomes over time. No pre-program data was available on the level of engagement or shared knowledge and understanding, leaving the evaluation without a baseline to measure against. The framework of the evaluation is also somewhat experimental. Evaluating projects that work to reduce gendered violence pose specific challenges, not the least of which is accounting for the ways that cultural norms around gender and the status of women, impact on how respondents engage with evaluative tools. This framework has attempted to foreground some of these problems in the evaluative process.

This project sits at the intersect of gendered violence, men's health and disaster management, for which there is currently no 'best practice' in evaluation frameworks. The design, therefore, proposes a robust framework by basing the work in the well-recognised process review of Scheirer and others (1994), while layering in an understanding of the factors that influence gendered violence using Heise's(1998) internationally renowned ecological model and contemporary theories of change developed by leading peak body Our Watch (2014) supported by the National Research Organisation for Research on Women's Safety.

4. *All on Board* logic model

Inputs

$96,030

Staff: Deb Project Manager ($1^{1/2}$ days)

Project Manager Judy (1 day)

Pos: Alyssa and Kiri (1 day week)

Critical friends to the project

Partnership readiness
Establishment of Vic Taskforce

Community readiness
Public appetite for/resistance to action on violence against women: the Rosie Batty effect

Activities

Development and deployment of website portal including Draft Guidelines and Lit Review for national GEM guidelines.

Development of the GEM (NEMP) Advisory Group – invitation of national stakeholders.

3 X meeting of the GEM (NEMP) Advisory Group.

Strategic alignment of stakeholder engagement with peak body events: 3 x Attendance at RSC and SRRG meetings/teleconferences.

Development of innovative engagement tools ('conference consultation' model)

Ongoing education through podium presentation to EM sector.

Outputs

Establishment of the National Advisory Group on Gender and Disaster.

Literature review.

National consultation on the GEM Guidelines.

Ratification of the National GEM Guidelines.

Beyond-scope achievements

Presentation at Victorian EM conferences – MUDRI Forum.

Coverage of work in national journal The Monthly.

Development of practical resources with 1800RESPECT

National Media campaign with ABC radio

Oration at annual EMS Conference.

Desired changes
Immediate- and medium-term impacts
Individual level
Increased awareness of the issue of gender and disaster.

Organisation and community levels
Shared understanding of the need for GEM guidelines and the knowledge of push-factors.

Adoption of GEM guidelines as standard practice

Societal level
Recognition of gendered experiences of disaster

Desired changes
Longer-term outcomes
Increase in health and wellbeing for men and women in response and recovery phases of disaster.

Decrease in violence against women in the planning, response, recovery and reconstruction phases of disaster.

Active organisational engagement with issue of gender in the planning response, recovery and reconstruction phases of disaster

Active adoption of gender-sensitive responses to disaster in emergency planning.

Broad contextual factors
These are identified in the literature review/context evaluation, they include: the challenges of gendered understandings of roles and responsibilities at times of disaster; the Policy context of the National Disaster Resilience Strategy, the National Plan to Reduce Violence against Women and their Children; and several UN Documents. The national attention on issues of gender inequity and discrimination against women including violence against women; and the political power of leaders like Liz Broderick, Adam Fennessy, David Morrison in championing change in militaristic and semi-militaristic institutions.

5. Context evaluation

5.1 Why a context evaluation?

This context will provide the briefest outline of the intersecting fields of disaster management, gender equity and violence against women in order to clearly locate the *All on Board* project on the socio-political terrain. In lieu of baseline data, this context evaluation provides an evidence base for pegging 'where the emergency management community is at' in relation to the issues and practice of responding to the gender differentiated impacts of disaster.

5.2 Context evaluation

'[O]n 7 December 2009 the Council of Australian Governments (COAG) agreed to adopt a whole-of-nation resilience-based approach to disaster management, which recognises that a national, coordinated and cooperative effort is needed to enhance Australia's capacity to withstand and recover from emergencies and disasters.'

National Strategy for Disaster Resilience (Australia)

'The starting point for reducing disaster risk and for promoting a culture of disaster resilience lies in the knowledge of the hazards and the physical, social, economic and environmental vulnerabilities to disasters that most societies face, and of the ways in which hazards and vulnerabilities are changing in the short and long term, followed by action taken on the basis of that knowledge.'

Hyogo Framework for Action 2005–15.

Gender and disaster management

The field of disaster management in Australia is undergoing seismic shifts. It is transitioning from its origins in militaristic institutions and event-focussed practices (Krolik, 2013, p. 44) to a whole-of-nation, resilience-based approach. This change is expressed in Australia's National Strategy for Disaster Resilience (2011) and, at the international level, by the Hyogo Framework 2005-15, and its successor the Sendai Framework 2015-2030. The shift broadens the understanding of disaster management in two important ways: disaster management now occurs over a longer period of time including phases of preparation, response and recovery; and disaster management increasingly involves consideration of 'diversity/inclusion' and gender equity in planning for the safety of particular groups in the community. These groups, which are disproportionately vulnerable during and after disaster, include women, those with disability, the young, the aged (HFA2, 2014) and LGBTI communities (Dominey-Howes et al., 2013; Gorman-Murray et al., 2014). This change in disaster management practices comes at a time when other militaristic institutions in Australia are addressing gender equity. The Australian Defence Force (Australian Human Rights Commission, 2013), the Australian Federal Police and the Victorian Country Fire Authority have – or are – all undergoing rigorous reviews of their cultures of gender inequity. This, when gender inequity is seen as the clearest indicator of risk for violence against women

(VicHealth, 2007), is currently an area of great policy focus in Australia under the National Plan to Reduce Violence against Women and their Children (2012-22). This national plan seeks to address the frightening reality that one in four Australian women experience gendered violence in her lifetime (Cox, 2012). This section contextualises the *All on Board* project in the Australian context, looking at resistance to addressing and opportunities for framing work on gender in disaster.

A changing understanding of disaster: National and international documents

Three vital documents represent a shift in the understanding of disaster and its impact on marginalised groups. They are the Sendai Framework 2016 (which succeeded the Hyogo Framework quoted above), the HFA2 Post-2015 Framework for Disaster Reduction (2014), and Australia's National Strategy for Disaster Resilience (NSDR, 2011). Each state and territory in Australia also has its own strategy, operational practices and strategic goals. These documents overlay an existing culture of disaster management that is particularly Australian, related to our generational experiences of responding to natural and man-made disasters. This sub-section will take a very brief look at this culture and the national strategy and international frameworks.

The three major documents share the new conceptualisation of disaster. Australia's National Strategy uses the language of a shift to a 'resilience-based approach' to disaster management, evidencing an understanding of safeguarding the community as a whole over time (AIFS, 2012). The HFA2 Asia-Pacific Input Document (2014) is a regional document reflecting the Asia-Pacific input to pre-Sendai negotiations, to which Australia was a contributor. It has a dedicated section on inclusion and a separate section on women (HFA2 2014, p20). The Sendai Framework (2016) articulates an international shift toward a broader understanding of disaster and recognition of disproportionate impacts of disaster and disaster management on particular vulnerable groups. These frameworks and strategy overlay existing disaster management culture in Australia. The disaster management sector originates from a military-style hierarchy of 'command and control' (Krolik, 2013, p. 44). Responding to disaster has historically focussed on the physical hazard of the natural or built environment and has been characterised by a sense of urgency and driving action (Enarson, 2012, p. 168). Contemporary disaster management documents trace a shift toward recognition of the human impacts and engagement with a broad range of stakeholders across the preparation response and recovery time frame. The language of 'whole-of-nation', 'multi-issue' and 'multi-sectorial' responses permeate all three documents. The language recognises a role for governments, not for profits, civil society and business. This opens out disaster management to the changes occurring in other fields like health, social services generally, and government and business.

Particular impacts of disaster: vulnerability and hazard

The supra-national documents clearly identify that, while disasters affect everyone, some groups experience particular hazards. These include physical, social, economic and environmental hazards. The vulnerable groups identified in these documents include people with a disability, the aged and other minorities. In addition to these groups there is a growing body of work in Australia that identifies distinct risks for the LGBTI community (Dominey-Howes et al., 2013; Gorman-Murray et al., 2014). Women have been singled out as both particularly vulnerable during and after disaster and particularly well placed to increase the resilience of communities to

'build back better' in the wake of disaster (HFA2, 2014, p20). Two different approaches emerge in the frameworks to addressing the vulnerability of particular groups during disaster. This sub-section will contextualise the push to accommodate diversity in disaster management and the issue of gender and disaster.

The best practice suggested by both the national and international documents promotes addressing the needs of the vulnerable groups in the community by ensuring their participation in disaster planning response and recovery to build resilience. These groups include LGBTI communities, older people, young people, women and people with a disability. The first approach to the issue of particular vulnerability is broadly referred to as "inclusion". Using this approach ensures 'vulnerable individuals have equitable access to appropriate information, training and opportunities' (NSDR, 2011). The underlying premise of this approach is that existing practice around planning for disaster, responding and recovery are sound and adequate and the same approaches can be extended to accommodate particular needs of vulnerable groups, once those needs are known. This model of inclusion classically folds those on the margins into the values and practices of those in the centre.

The issue of women and gender is dealt with somewhat differently in at least one of the leading disaster documents. The HFA2 document demonstrates what emerges more strongly as a tension between practices focussed on women's health and safety, and practices focuses on disaster management, broadly conceived. It demonstrates this tension well in its section on women and disaster:

> 'Though the call for inclusivity [of marginalized groups] covers the need to include women, it would seem […] that there is a requirement for a clear, stand-alone message. Gender-based social, economic and cultural constructs marginalize women across all community groups irrespective of class, caste, economic standing, status, ethnicity and age […] Such vulnerabilities are reflected in terms of higher female mortalities, injuries, sexual and other forms of violence […]' (HFA2, p.20)

Addressing women's experiences of disaster poses an additional set of challenges that intersect with a vast body of work on women's rights and gender equity and require fundamental changes to approaches to disaster management. This approach requires the centre or 'mainstream' of disaster management to move away from (problematic) practices that discriminate on the basis of gender, toward practices that are less discriminatory. The HAF2 provides some direction on how Asia-Pacific nations, including Australia, see best practice in responding to this challenge:

> 'It is important that planning, investment and implementation is informed by sex and age disaggregated data and *gender analysis* at every level, and that resourcing, and budgeting for actions that include women and promote gender equality are developed.' (Emphasis added, HFA2 p.20)

This result is two different approaches to addressing gender and disaster. The first, "inclusivity", might result in improved access to existing training for women and other groups identified as vulnerable, about the risks and hazards in disaster. The second approach, the call for gender analysis and gender equity, is a deeper challenge.

Gender-equity in disaster management

Disaster management, and recent changes in the field are not occurring in a vacuum. There is unprecedented work being done in Australian institutions to address the culture of gender inequity. Several Australian

militaristic (or military-style institutions) are currently engaged in reviewing their practices from a gender equity perspective. At the same time, work is being undertaken by all levels of government, and reflects the body of work championed by NGOs including women's health organisations. There is unprecedented federal and state/territory interest in, and action on, creating policy frameworks to reduce violence against women. Women's health organisation are delivering programs that increase the shared knowledge and understanding of issues that impact disproportionately on women and responses that work to increase safety. These programs are multifaceted and include education programs and training on gender equity. A call for gender analysis of, and gender equity in, disaster management is aligned with this work. Both gender equity work and work on violence against women provides useful tools and approaches to implementing change. The opening out of disaster management to the 'whole-of-nation' approach means these policies and practices are shared between government, industry, experts, not-for-profits, community and individuals. This section contextualises the challenges of gender and disaster using work undertaken in militaristic institutions and the corporate space, a gender analysis of disaster and the approaches employed at a national and state/territory level to address behaviour change and violence against women.

Several militaristic institutions in Australia have accepted the challenge of the call for gender analysis and gender equity. The Australian Defence Force, the Australian Federal Police (AFP Commissioners speech, 2016) and the Victorian Country Fire Authority are all engaged in reviews of their practice that seek to address a culture of gender inequity. This involves the reflective task of considering closely held cultural beliefs about the roles of men and women and addressing male privilege. The (now former) Australian Sex Discrimination Commissioner, Elizabeth Broderick, conducted a review of discriminatory practice in the Australian Defence Force, and is now working with the Australian Federal Police. The Victorian Human Rights Commissioner has been engaged to review the CFA. These reviews have and will produce useful evidence and strategies for addressing institutional bias. In a corollary in the corporate space, Broderick's Champions of Change model engages men in positions of power in business to use their influence to increase gender equity (AHRC, 2014). This model focuses on reaching men with structural power as a key strategy to achieve change. Recognising the impact of gender on disaster planning response and recovery is a deeper challenge, and one that must be address, asking for a more reflective engagement than the inclusion approach.

A gendered analysis of disaster can account for the ways in which women in Australia are vulnerable to an increase in violence during and after disaster (Parkinson, 2012; 2015). It can also account for the evidence of the negative impact of gender stereotypes on men's mental health and wellbeing during and after disaster (Zara & Parkinson, 2016a & 2016b). The Federal Government, under its National Plan to Reduce Violence Against Women (2012-22) explicitly names gender inequity as the single most influential predictor of increased violence against women. Each state and territory has a plan to address gendered violence that incorporates prevention and addresses gender inequity. These national and local plans approach violence against women through a public health model, using primary secondary and tertiary techniques to organise training in prevention, early intervention and response. Several models for behaviour change have been developed in the violence against women sector, including the UN Typologies for Training on Gender Equity (UNWomen, 2015), the Ecological Model for understanding violence and affecting change (Heise, 1998) (sometimes called the socio-ecological model) and the recently developed Our Watch Theory of Change (Our Watch, 2015). Each

approach promotes action at the individual, relationship, community, societal and public policy levels in order to encourage change. These models have a rich evidence base, which recognises the difficult project of behaviour change, and encourage action on multiple fronts (UNWomen, 2015).

Context summary

The context in which the development of gender and emergency management guidelines is occurring is complex and multifaceted. The Sendai Framework, the HFA2 and the National Strategy recognise a broad cycle of disaster that includes planning response and recovery, and the need for a multi-sectorial, whole-of-nation response that engages a broad range of stakeholders focused on resilience. These documents also recognise the needs and vulnerabilities of women during disaster. Two distinct approaches to gender and disaster appear in the frameworks and literature, one could broadly be called 'inclusion' and the other 'gender equity'. Implementing the change required for adoption of these new approaches to disaster management poses certain challenges. Work being done on gender equity in other militaristic-style institutions will offer insights into addressing *inclusion* and *gender equity*. (For example, in Victoria, women's health services have developed regional Prevention of Violence Against Women strategic action plans including gender equity training.) Strategies to address violence against women also provide examples of coherent evidence-based approaches to the difficult work of behaviour change. This brief contextual evaluation of the landscape of emergency management, gender equity and violence against women programs foregrounds some of the challenges in developing national guidelines.

6. Project Management: milestones and deliverables

Good project management is crucial to the timely delivery of project outcomes. The development of these guidelines took place over a relatively short period of time. Between November 2015 and August 2016, the project was established, developed and completed. All milestone deliverables were met without substantial delay and within budget. The tight timelines of the project required organisation and innovation. Aligning the round-table consultations with national meetings already on the emergency management calendar, the Recovery Sub-committee Group (RSC) meetings and Social Recovery Reference Group (SRRG) was an elegant solution to the challenge of engaging very busy stakeholders. The project had 11 deliverables set out in the table below, all of which have been completed. These are also reported on with greater depth in the Milestone Reports attached in Appendix I.

Project Milestone		Date due	Status
1.	Establishment of project webpage and online networking site	18 November 2015	Delivered. View at: http://www.genderanddisaster.com.au/info-hub/national-gem-guidelines/
2.	Completion of literature review	17 January 2016	Delivered. View at: http://www.genderanddisaster.com.au/wp-content/uploads/2016/07/Final-GEM-lit-review.pdf
3.	Presentation or circulation (out of session) of draft GEM Guidelines to relevant ANZEMC committee	8 March	Delivered to Recovery Sub-Committee Group (RSC)
4.	Consultation with individual state and territory reps	15 March	Delivered.
5.	Revision of draft GEM Guidelines	30 May	Delivered – three-day delay in uploading to online platform.
6.	Roundtable 1: Presentation of reviewed GEM Guidelines to relevant ANZEMC committees	14 June	Delivered as separate tele-conference presentations to the RSC and SRRG.
7.	Revision 2 of GEM Guidelines incorporating feedback	29 July	Delivered.
8.	Roundtable 2: Presentation or circulation (out of session to revised (2) GEM Guidelines for final refinement	29 July	Delivered as 'Conference Consultation' model to joint meetings of the SRRG, RSC and NDRRA Steering Group 19-21 April Darwin.
9.	Conclude consultation with other states and territories	29 July	Delivered.
10.	Completion of GEM Guidelines	29 August	Delivered. View at: http://www.genderanddisaster.com.au/info-hub/national-gem-guidelines/ Agreed in out-of -session by the Australian & New Zealand Emergency Management Committee (ANZEMC) Recovery Sub Committee and EMV.
11.	Evaluation	29 August	Delivered.

7. Findings and analysis

7.1 The Literature review: Establishing an evidence base

The literature review represents a significant contribution to international scholarship on the issue of gender and disaster. The review collated international research, deductively applying it to the Australian context. It was completed on time and within budget. Best-practice suggests that a peer, with comparable knowledge in the academic field, should evaluate such a document. A search was conducted and a suitable candidate recommended by leading academic Dr Maureen Fordham, Professor of Gender and Disaster Resilience, Northumbria University, UK; convener of the Gender and Disaster Network. The international reviewer's report is attached (Appendix II). Several key points have been drawn out here to demonstrate the quality of this discrete piece of work. While the bulk of the comments were positive, each of the criticisms/suggestions was addressed to the satisfaction of the peer reviewer.

Impacts - Highlights

"The quality of the scholarship of the literature review of 'Gender and Emergency Management' is excellent. The authors demonstrate a strong knowledge of the global literature, and they are able to deduce what is most relevant for the Australian context based on empirical data from Australia, and through comparative analysis with similarly developed regions."

"[T]he literature review examines the core themes relevant to current knowledge on the gendered nature of disasters. Additionally, the review adds some valuable new insights."

Was the literature review of an international standard?

The review found the scholarship to be of good quality reflecting international standards. Project officers conducted the literature review, representing the majority of those staff members' time in the first half of the project. It is a 5 000-word document scoping national and international research on gender and disaster. It provides an overview of the key themes in current knowledge and applies this to the Australian context. The literature review captured current knowledge, establishing an evidence base on which to build the national guidelines.

The peer reviewer submitted a detailed report, (attached in Appendix II). Several themes in the literature review were highlighted by the reviewer and feature as distinct areas of consideration in the guidelines. Two examples are disaggregating data and specific risk.

"The lack of disaggregated data collection (i.e. sex, age, ability) and analysis of disaster impacts is a limiting factor in quantifying the differential impacts of disaster on different groups of people for many countries, which is highlighted by the authors."

"[T]he evidence from Australia further demonstrates the importance of culture, hazard type, and location for understanding the gendered nature of disaster impacts."

These two areas of consideration are called out specifically in the guidelines demonstrating the ways in which research translates into best practice: the collection of disaggregated data is recommended in the guidelines; and the taskforce spent considerable time shaping the guidelines to set broad standards that respond to the different disaster context of the Australia continent along with the challenges of rural and remote emergency management.

Did the literature review communicate research to a broad audience?

After feedback from the reviewer, a checklist was developed to sit at the front of the document as a summary and guide. The reviewer suggested this change:

"It might be useful to draw out key messages more explicitly as dot-point summaries in tables or text boxes."

A matrix was developed that now sits on the front of the literature review (Appendix III). It creates an 'at-a-glance' document that shows users what is contained in the literature review and how the issues are relevant to their particular field of work.

Working ecologically/working with a theory of change

The literature review makes a significant contribution in a number of ways. The peer reviewer commended the quality of scholarship and the coverage of relevant research. She also stated that the review made a contribution to international scholarship. Feedback led to an innovative checklist to engage a broad audience involved in emergency management, making the literature review a more useful translation of research for the 'ecology' of actors (community members, emergency management professional, policy makers etc). This suggests that confidence can be had in the strong evidence base the literature review provides. The literature review acts as a solid foundation to underpin the anecdotal experience of GEM Advisory Group. Finally, the quality of the literature review ensures that the *All on Board* project is moving the evidence and knowledge about responding to gender and disaster forward.

7.2 Establishing scope and need for national guidelines

Early in 2016 a survey was developed to scope the extent to which states and territories already used guidelines in responding to disaster. The survey was distributed via Survey Monkey and received 70 respondents. The survey asked participants to identify the guidelines they used, to gauge their influence on practice, to identify the staff that used them, and to check the appetite for gender and emergency management guidelines. The scoping painted a picture of a crowded landscape: national, state/territory and local guidelines competing for implementation time and energy. Existing practice was identified as a strong influencer over future practice: respondents felt that the implementation of top-down guidelines was unlikely to work and that significant engagement and consultation would be needed to create local investment. The *All on Board* team took these findings and used them to shape their strategy for engagement and consultation.

Impacts – Highlights

- Established base-level data about guideline use:
    - multiple existing guidelines in use
    - diversity of views and practices on gender and disaster
    - sector preference for generality to allow for jurisdictional differences
    - perception that stakeholder engagement would be crucial for uptake

Did the team effectively gauge the attitudes to the need for national guidelines?

Existing use of guidelines

The survey established some base-level data on the existing use of guidelines. Respondents identified several international agreements that were in use including the Sendai Framework and several Australian/New Zealand agreements (AS/NZS ISO 31000:2009 Risk Management Principles and Guidelines, AS/NZS 480812001 - OHS Management Systems, AS/NZS 5050:2010 - Business Continuity (Disruption Related Risk), and the Australia New Zealand Policing Advisory Agency). The majority of respondents also identified the National Strategy for Disaster Resilience and the National Emergency Risk Assessment Guidelines as influential guidelines. All respondents (bar one) mentioned their state or territory legislation or guidelines and 19 other pieces of legislation or guidelines were identified as sources guiding practice.

Responses suggested that national guidelines influence practice in a variety of ways. Some used the guidelines strategically as a way of informing and developing thinking and to ensure their local practice was consistent with other jurisdictions; many others found that state/territory guidelines did not match up well with the national guidelines, and that local practice took precedence. While implementation was influenced predominantly by organisational capacity including funding,

preparedness and location, there was a consensus that the national guidelines were only used by emergency management specialists and other partner organisations.

Was the process tailored to the gender and emergency management audience?

Gathering information on the attitudes to what was needed in the guidelines provided some rich information about the EM audience for the *All on Board* team. There was little agreement on what should be in the guidelines, but broad agreement on how to approach their development. The survey found a broad range of views addressing micro and macro issues. A few respondents were resistant to the idea that gender is an emergency management issue; one respondent argued that the state's Emergency Acts and regulations were sufficient and separate national guidelines were not necessary. Other misgivings were that the field is already very complex and these guidelines would add another layer of complexity; and that if they were to be used, that they should be woven into existing guidelines. Two respondents linked the guidelines to the issue of gender equity in staffing emergency management. The capacity issue for retraining was raised, along with practical suggestions around what the guidelines should contain (e.g. resilience toolkit logistics, gender-specific support programs, promotion strategy for the guidelines, enough toilets at evacuation centres). These varying views suggest that the sector is not in agreement about what should be in the guidelines. However, respondents did broadly agree that national guidelines need to be general, rather than prescriptive, to allow for diversity in experience between jurisdictions. It was also acknowledged that stakeholder engagement is time consuming but crucial to the effective implementation of any guidelines.

Working ecologically/working with the theory of change

The strategy of implementing a scoping survey early in the project established some important base-line data for *All on Board.* Participation of 70 respondents provided a broad range of views, clearly identifying the diverse responses of the emergency management sector to the use of guidelines and their approach to gender and disaster. The scoping established that the emergency management sector, as a whole, did not have a unified approach to planning for gendered experiences of disaster. It also identified that the complex landscape of guidelines in the emergency management space creates specific barrier to implementation of national documents. This knowledge was folded into the approach the team took to engagement and consultation.

7.3 Evaluation of the processes for feedback on the Guidelines

This section looks at the effectiveness of the processes for providing feedback on the draft guidelines. The processes for feedback were crucial to the success of the project. The establishment of a sound process for information provision and feedback, one that could meet audience needs and capture large volumes of traffic, was important in facilitating a national project. Capacity (time and energy to engage in feedback) was identified as a major issue in the survey, so ensuring the process was straightforward and easy-to-use was a core audience need. The process established utilised presentations (face-to-face and teleconference), a web portal and individual follow up. Two measurements are used to establish the success of the processes for feedback: number of participants using the platforms to contribute; and the experience of the feedback process as it relates to building strong stakeholder relationships over time. Measuring volume of traffic on the platforms is one important way to gauge the success of the process: a larger number of participants suggests that the process is easy to use and appropriate for the audience. Interviews provide information about the experience of the process for participants and its impact on relationships. These two sources of data help gauge the effectiveness of the processes.

Impacts – Highlights

- Three-hundred-and-thirty-three people participated in the feedback process over a period of five months

- Feedback spiked after presentations, suggesting the processes established anticipated audience need

- High volumes of traffic suggest the feedback processes anticipated the audiences needs and were easy to use

- Interviewees said that the feedback process was easy to use

- Interviewees said that relationships were established and remain strong, even where there was dissatisfaction with some aspects of the guidelines outcomes

The typical feedback process

The process for information dissemination and feedback capture was relatively straightforward:

1. Information about the project provided through presentations to groups (for example in milestones 3, 6 & 8).

      a) Postcards with project information and project management contacts were supplied to attendees and external stakeholders as part of the presentation to enable individual contact with the project team.

2. Access to the online portal was provided as part of presentations and to those who expressed interest.

3. Follow-up phone calls were made after expressions of interest or contribution through the portal or contact via postcards. Details about the project context and information about the Guidelines were provided. This process protected the privacy of participants.

Was the feedback process easy to use?

A distinct challenge in the emergency management environment is the way that the pressing work of responding to unpredictable disasters limits the time and capacity of emergency staff. One strategy used by the project staff to address this limited capacity was to align the process above with existing sector calendar events. The process for feedback (an information session followed by provision of access to the online platform and personal follow-up) facilitated significant involvement in shaping the guidelines. The final number of contributors was 333. In addition a further 150 Victorian EM stakeholders were consulted on the Guidelines (see Appendix IV). This figure includes members of the GEM (NEMP) Advisory Group, the Gender and Disaster Taskforce, attendees at the milestone presentation and individuals who contacted the project staff. The feedback occurred over a five-month period, with spikes of activity after presentations at RSC, SRRG or other fora. The volumes of traffic suggest that the processes for feedback were easy to use, practical barriers to feedback were low, and the staged process anticipated the needs of the audience group. The qualitative interviews support these quantitative findings.

A couple of typical responses in relation to the ease of processes for contributing were:

"I provided feedback through the Taskforce directly and through the platforms."

Q: How easy was it?

"Very easy."

[Victoria, policy maker, operational service]

"I saw Judy speak in Darwin. Once I sent my feedback through they got in touch and talked through all the feedback. They have been really good at creating that relationship and creating that opportunity." [State government, EM co-ordination role]

Working ecologically/working for change

From a process evaluation perspective, relationship development is important. On a project like this that is working on short-term impacts with a view to long-term change, the feedback design should

facilitate not just one-off contributions, but the establishment of positive relationships with stakeholders that will bear out over time. This was also identified as a necessary part of developing the Guidelines by the scoping survey. The kinds of shifts in practice suggested in the Guidelines require concerted effort by stakeholders over time. A number of participants had positive things to say about their ongoing relationship with the project through the process for feedback, even where the Guidelines could not incorporate their feedback. One example of this relationship management is:

> *Q: How easy was it to provide feedback?*
>
> Very easy. But some of our feedback included issues that had already been considered but weren't going to be incorporated – we were disappointed with this.
>
> We are full of respect for the team and the work they do. The fact that can't pick up on everything has in no way damaged the relationship – it's a challenging space to work in – we just have to be patient and keep working. I think the guidelines are a fabulous start. It would be awesome if the powers that be could be a little more brave, but we understand that sometime you have to make things more palatable in order for them to pass.
>
> [Local government authority, policy maker]

This relationship management throughout the feedback process created value beyond participation in the one-off feedback process.

Facilitating ease of access for 333 participants demonstrates that the *All on Board* team anticipated the needs of their audience. In addition, stakeholder engagement was identified by participants in the early survey as crucial for developing ownership over the guidelines. Engagement will be evaluated in the following section, however, it is worth noting here that the processes did a double duty: facilitating feedback and fostering relationships. The choices made by the team here to use these particular processes and platforms reflect an approach that was responsive to the EM audience and served the goals of the project.

7.4 Effectiveness of the engagement and consultation

The challenges of engagement and consultation, as outlined in the context evaluation, include capacity, knowledge of the issues and institutional resistance to the inclusion of gender in emergency management. These challenges speak to two of the project objectives: "a shared understanding of the need for gender and emergency management guidelines" and "a shared knowledge of the factors influencing gendered experiences of disaster". Two project outcomes will be the focus of evaluating the effectiveness of achieving these objectives: the extension of the GEM (NEMP) Advisory Group to include representatives from each state and territory; and the consultation milestone events – the RSC teleconference and the presentation to the joint sitting of the SRRG and the RSC. Two measurements will be used to assess their effectiveness: the number of participants in engagement and consultation, which establishes the reach, and the interviews with participants, which provide insight into the effectiveness of fostering a shared knowledge and understanding.

Impacts – Highlights

Engagement

- Two round-table presentations delivered to the national RSC / SRRG
- Extension of the GEM (NEMP) Advisory Group include representatives from each state and territory – this has the potential to become a National Advisory Group on Gender and Disaster
- Regular GEM (NEMP) Advisory Group meetings

Consultation

- Over 300 participants consulted on the guidelines,
  - contributions from each state and territory
  - contributions from a diverse range of community stakeholders
- Four iterations of the guidelines representing development from a Victorian-focused document to one that represents a national scope
- Development of innovative 'conference consultation' model

Engagement – Was the GEM Advisory Group broadly representative?

The National Gender and Emergency Management Advisory Group was established to provide feedback and guidance on developing national guidelines. The Advisory Group currently has 30 members and is auspiced by Emergency Management Victoria. It superseded the Men's Advisory Group and the state-based Gender and Disaster Taskforce. (The synergies between the GEM (NEMP) Advisory Group and the GAD Taskforce meant the Taskforce members were given

opportunities at each meeting to discuss this GEM Guidelines project.) The Advisory Group has met three times, with a further meeting scheduled for September 9. Attendance is in-person at Emergency Management Victoria or by phone conference. The Advisory Group meetings were well attended, with the last meeting including representatives from six states and territories. The group continues to grow, with new members joining as recently as August, and has the potential to form the basis of a new national taskforce.

Engaging representatives from all states and territories

Several engagement techniques were employed to ensure the Advisory Group had representatives from each state and territory. Some members were sought out for their specific skills, for example Professor Bob Pease and Assoc. Professor Dale Dominey-Howes who were approached directly by the project management team. Predominantly, however, recruitment occurred at or as a result of the presentations to the RSC. The teleconference presentation in February generated increased membership of the Advisory Group with representative from South Australia, New South Wales and Tasmania joining. The in-person presentation in Darwin generated membership from Queensland, Tasmania, Northern Territory, Western Australia and the Australian Capital Territory. Victoria has the most representatives (20), perhaps explained by the origins in the Victorian taskforce. The majority of Victorian representatives came from Melbourne (12) and four each from the regions and zones on the urban fringe. There are three representatives from New South Wales, two from South Australia, four from Tasmania and one each from the Australian Capital Territory, the Northern Territory, Western Australia and Queensland. There are also two federal government representatives. Each state has at least one representative in a co-ordinating role in government, broadening the impact and influence of this Advisory Group.

Engaging people in a broad range of positions and roles

The Advisory Group members' roles in emergency management vary. They include: government, women's health experts, academics, international non-government organisations and high-ranking operational staff (see Appendix I). While no survey data was collected on gender (which disallowed the opportunity for people to self-identify), based on a review of names, the gender spread is just short of 50 per cent men and women. There was a broad range of seniority, with some people in influential executive roles, and some people working closer to service delivery. Members were also engaged across the spectrum of prevention, response and resilience. This broad range of positions and roles reflect the diversity of those working in the EM community.

Engagement - Working ecologically

The number and positions of the Advisory Group members show that the project engaged influential national stakeholders. Engaging stakeholders from each state and territory was an important aim of the project. By ensuring stakeholders with a variety of roles and responsibilities are engaged in the process, the potential to engage different spheres of influence and mitigate risk across the ecological spectrum from the individual to the community is enhanced. Working ecologically as an engagement strategy achieved the aim of a nationally representative advisory body, it also increased the influence of the project in different spheres and aligned the project with the National Resilience strategy by engaging stakeholders in the prevention space, the response space and the resilience space.

Consultation – was there broad participation in feedback on the guidelines?

Broad consultation was facilitated through the two milestone presentations to the RSC. The first presentation was a teleconference roundtable of state and territory SRRG representatives. The work of developing the Guidelines and initial survey monkey results were presented using PowerPoint and people were provided with access to the online platform and email details of the project managers. This presentation functioned as a de facto consultation: 70-odd individuals provided feedback during and after. The second presentation was a teleconference roundtable of state and territory RSC representatives. The third presentation was a face-to-face consultation at the joint sitting of the SRRG, the NDRRA SG and RSC. The joint meeting, held in Darwin, had a much wider array of stakeholders than the teleconference. A forty-five minute slot was allocated for the project in the schedule. The project staff devised a participatory 'conference consultation' that introduced attendees to the project and engaged them in 30 minutes of small-group feedback. Over 130 people commented on the guidelines during this consultation or using the process above in the aftermath. These two presentations, coupled with project staff individual follow up, resulted in 333 people being consulted and providing feedback on the guidelines.

Consultation and engagement: a shared understanding of the need and the knowledge?

The guidelines were accepted at the recent sitting of RSC in August. This acceptance is a clear indication of the EM community's understanding of the need for such guidelines, and recognition of the Guidelines as representing the current shared knowledge of issues fuelling differentiated outcomes for men and women at times of disaster. The literature review and the context review, however, point to the distance left to go before emergency management practices embrace gender as a consideration in planning. Members of the Advisory Group acknowledged this gap, and the

interviews with stakeholders suggest that the *All on Board* project was as much about increasing the capacity of the EM community as it was about capturing best practice in gender and disaster. One senior executive of an operation service put it like this:

> "There was/is a naïveté around the gender and disaster issue. I'm not sure that it was widely understood – in some areas like women's health or recovery or counselling it was well understood – but in the broader emergency management community, and probably in the broader community, it was not really understood."
> [Executive operational services staff]

This 'lack of understanding' was not benign. As a closely related example, there was active resistance to the focus on gender in the Victorian Gender and Disaster Taskforce. Recent moves to drop the word, 'gender' from the Taskforce title and instead shift to a new 'diversity and inclusion' framework are, according to one academic, indicative of this resistance:

> "There were a few men [on the Taskforce] who just really didn't get it. They were much more comfortable with the movement away from gender and toward the 'inclusion/diversity' language; much less threatening. At the political level that re-framing is undercutting the work." [Academic]

And a third respondent had this blunt assessment of the outcomes of the GEM guidelines:

> "The GEM team did a great job of holding the space and reaching out but they are dealing with organisational resistance and they are fighting an uphill battle in Victoria … This will impact on the GEM guidelines in Victoria [is that] fire fighters in Victoria largely adhere to a very patriarchal view."

She went on to say:

> [The attitude of the operational service is] *we just come in and put the fire out* and *we will do whatever it takes to do that, by the way, because we are heroes. If you involve women in emergency management you decrease the safety of community*.
> [Policy staff, operational organisation, 25 years service]

Another policy maker in an operational service had this to say:

> "The guidelines probably don't represent [my organisation's] views. I have been careful about how I spread the word about the guidelines … because if industrially our people were found to be involved in something that threatens to change the

culture, there would be a problem. And that's what the guidelines are about." [Policy maker, metropolitan operational service]

These comments frame the challenge of building a shared approach to gender and disaster. In this context, acceptance of the guidelines by the RSC in August represents a significant step toward building a shared understanding of need and knowledge of the issues.

All on Board consultation and engagement – a good starting point.
The challenges outlines above are very real. The Guidelines were developed at a time of heightened tensions around gender and disaster in Victoria, with the CFA dispute and the current VHREOC review of the CFA and MFB. Despite this, some members spoke about already being familiar with these challenges, championing the guidelines anyway and being invested in the process of moving forward.

"It was a positive process of engaging, the opportunity of being allowed to provide late feedback, our comments were picked up and responded to, we understand that there is some resistance." [Local government, policy maker]

"We are fairly familiar with the territory. Being the human services agency – not just from a disaster point of view – but we have every social service in the state. As an agency, we are quite familiar with that info, and one of the challenges in this space is winning the hearts and minds of those who don't come from a social background." [Policy maker, operations service 25 years service]

"Personally, there was a lot of learning and a bit of journey for me as well. A lot of personal learning about gender issues. For me it was already something that needed to be address, but this gave me a better, deeper understanding that people in my position could influence the agenda going into the future." [Executive, operational services staff]

"I was able to promote the taskforce in a few different ways. I took whatever opportunity I had to promote it. Encouraged others to participate in the training … "[Policy maker, metropolitan operational service]

The numbers suggest that the engagement to form the divers Advisory Group and consultation with a broad range of participants has fostered an influential group of stakeholders. The consultation and the processes for feedback were robust, easy to use and facilitated relationship building. There was not, however, a strong shared understanding of the need for guidelines, or a shared knowledge about the factors influencing gendered experiences of disaster. Having said this, several people engaged in the Advisory Group and consultations identified the ways in which working on the guidelines improved their understanding and filtered back into their workplaces, empowering them to become champions for change in order to bridge the gap. Other stakeholders are invested in continuing to talk through and across the gap in shared knowledge and understanding. This 'winning of hearts and minds', both directly and indirectly, is an important outcome of the engagement and consultation undertaken by project staff. One senior operational executive put it like this:

"My view is that the guidelines:

1) Created an environment where [gender] could be discussed and, probably more importantly,
2) Started to create tools and strategies to minimise those gender and disaster issues identified through the research and anecdotal discussion.

I think the guidelines are a useful starting point. Useful to help set the agenda and then I think it's about implementation and people being genuine about wanting to implement and make a difference." [Senior executive, operations]

8. Conclusion and recommendations

All on Board is a two-year project to develop and implement national guidelines for gender and emergency management. The project worked at the forefront of international research into gendered experiences of disaster. The Attorney General's Department funded *All on Board* in response to this critical gap in emergency management. This process evaluation assessed the year one outcomes – the literature review and guidelines – finding all were achieved with excellence. These outcomes were not the only project achievements. The power of the innovative approach employed by the *All on Board* team has been recognised internationally. This approach has created unique opportunities for stakeholder engagement and the cultivation of champions for the guidelines. In addition, the project team has shown leadership in 'working ecologically' which brings efficiencies to the project that positively compound the effectiveness of outcomes.

All on Board garnered international recognition for advancing the scholarship and responses to gender and disaster. Dr Parkinson, Claire Zara, WHGNE and WHIN were nominated for the Mary Fran Myers Award (MFM). This annual award is presented to one project from a field of international nominations by the International Gender in Disaster Network. The selection committee commented very positively on the depth and detail in the NEMP application and the way in which this project depended on collaboration across NGOs, academia and state institutions. There was positive comment on the way in which this project involved work with both women and men. The project was heralded as an excellent illustration of the connections that are possible between researchers and NGOs. *All on Board* was runner-up for the MFM award in 2016 and automatically entered for 2017.

The international recognition of this work points to a vital shift that the Guidelines are enacting: a collaborative evidence-based process for outcomes that are nationally (and internationally) applicable. Governance is a critical element of the project to realise this national reach. Opportunities for supporting the momentum of the national guidelines through governance include: a roster for hosting the Advisory Group among states and territories, which would grow stakeholder investment beyond Victoria; and reflecting national scope by considering a national body as the key point of contact in project governance.

The evaluation observed that the work of WHIN WHGNE and MUDRI extends beyond the guidelines to other activities in the gender and disaster space. These complementary programs support the work of the *All on Board* project to build a shared knowledge and understanding of the issues, and to work toward change in emergency management practices. The evaluation recognises this as 'working ecologically' in this space and as compounding the effectiveness of the guidelines. The

evaluation observed that the leadership role played by this partnership provides effective efficient project management and is a uniquely appropriate body to deliver projects of this kind.

In conclusion, the project found the following in relation to the outcomes, aims and objectives of the project:

- The project delivered a literature review of international standard that provides a solid grounding in the issues and their particular relevance to the Australian context.
- The project established base-line information to help anticipate audience needs, shape and align project outcomes and analyse the needs and gaps in the area of gender and emergency management guidelines.
- The project delivered a set of guidelines backed by a group of powerful, invested stakeholders – the GEM (NEMP) Advisory Group, the RSC and SRRG, and the GAD Taskforce.
- The GEM (NEMP) Advisory Group is broadly representative of the different stakeholder of emergency management and of all states and territories in Australia.
- The platforms and process for engagement and consultation were easy to use and well tailored to the audience group.
- The consultation process engaged over 300 contributors who provided feedback on the guidelines.
- The significant challenges in addressing the lack of shared knowledge and understanding about gender and emergency management were built in to the engagement and consultation design.
- The engagement practices of the project team fostered a move toward shared understanding for the need for guidelines, and shared knowledge of the factors influencing gendered experiences of disaster.
- The engagement and consultation process cultivated champions for change at an individual, organisation and broader community level.

Recommendations

The following recommendations are for consideration in the ongoing work of the *All on Board* project.

1. The evaluation found a critical gap in the delivery of emergency management services to the Australian community. The guidelines produced are an evidence-based and consultative response to this identified gap. This evaluation recommends that the project move to implementation phase in order to roll out these guidelines to a national audience, sharing the knowledge and understanding to increase community safety.

2. The evaluation found that there is a significant gap in shared understanding and knowledge of gender and disaster. Continued discussions across this gap are imperative. The GEM (NEMP) Advisory Group proved one space in which this conversation continues to be negotiated. The evaluation recommends that the GEM (NEMP) Advisory Group be maintained to foster this conversation and increase shared knowledge and understanding about gender and disaster.

3. The evaluation recommends that publication of the literature review be sought in an appropriate international peer-reviewed journal, and that the project team consider producing and publishing academic papers on the process for developing the Guidelines.

4. This evaluation found that governance of these guidelines is critical to their effectiveness at the national level. It is further recommended that:

    a) thought be given to the role of the ANZEMC subcommittee assigned member for the second phase, *(year two)* of the *All on Board* project. A national body might be best suited to reflect the national scope: consideration might be given to governance being held by Emergency Management Australia, the Attorney General's Department directly or Australian Institute for Disaster Resilience (AIDR) in partnership with the GADPod.

    b) in the alternative, the hosting of the Advisory Group by another state or territory might be considered. Queensland is recommended as a candidate. This approach has the benefit of broadening stakeholder engagement and promoting the implementation of the Guidelines as truly national. It also has the benefit of shielding the work of *All on Board* from the industrial dispute unfolding in Victoria at the moment.

Acknowledgement

Completion of the evaluation relied heavily on the generosity of the partnership bodies. I would like to thank project staff for their time and thoughtfulness in responding to the many questions and queries. The project team were endlessly impressive in their responsiveness and efficiency. The NEMP Advisory Group and the Gender and Disaster Taskforce kindly allowed me to attend and observe meetings, and the interviewees made time in their very busy schedules to speak with me about their experiences. I am grateful for their assistance and professionalism.

It was clear that the development of the guidelines relied heavily on the willing support of the state and territory representatives. The members of the Advisory Group gave frank feedback, engaging in often challenging conversations to share knowledge, exploring responses and continuing to find options for moving the guidelines forward to completion. This willingness to work at the cutting edge of practice change and invest in better outcomes for Australian communities was facilitated by the project team who continued to foster these challenging conversations in a way that sustained rather than fractured relationships. This Advisory Group faces the particularly challenging work of acknowledging institutional failure and the difficult work of change. The continued enthusiasm for the project, a willingness to keep showing up or indeed to show up for the first time, is a quiet testament to the hope and professionalism of the people involved.

Framework and strategy documents

United Nations Sendai Framework for Disaster Risk Reduction 2015-2030

Viewed on 28 June 2016 at: http://www.unisdr.org/we/coordinate/sendai-framework

United Nations Hyogo Framework For Action 2005-2015

Viewed on 28 June 2016 at: https://www.unisdr.org/we/coordinate/hfa

Asia-Pacific Input Document for the Post-2015 Framework for Disaster Risk Reduction (HFA2): Risk sensitive development as the cornerstone of resilience and sustainability

Viewed on 28 June 2016 at: https://www.unisdr.org/we/inform/publications/38055

National Strategy for Disaster Resilience: Building our nations resilience to disaster

Viewed on 28 June at: http://www.coag.gov.au/node/81

National Plan to Reduce Violence Against Women and Their Children

Viewed on 28 June at: https://www.dss.gov.au/our-responsibilities/women/programs-services/reducing-violence/the-national-plan-to-reduce-violence-against-women-and-their-children-2010-2022

Bibliography

Anastario, M., Shehab, N., & Lawry, L. (2009). Increased Gender-based Violence Among Women Internally Displaced in Mississippi Two Years Post-Hurricane Katrina. *Disaster Med Public Health Preparedness, 3*(1), 18-26.

Australian Human Right Commission, (2014), *Male champions of change: Progress Report*, viewed on 29 June 2016 at: https://www.humanrights.gov.au/our-work/sex-discrimination/publications/male-champions-change-progress-report-2014

Australian Institute of Family Studies (2012), Natural disaster and community resilience framework, viewed on 29 June 2016 at: https://aifs.gov.au/cfca/publications/natural-disasters-and-community-resilience-framework/introduction

Commissioner of Australian Federal Police, *Building Capabilities for Tomorrow,* speech delivered Feb 2016, viewed at https://www.afp.gov.au/news-media/national-speeches/australian-strategic-policy-institute-building-capabilities-tomorrow

Cox, P. (2012), *Violence against women in Australia: Additional analysis of the Australian Bureau of Statistics' Personal Safety Survey, 2012: Key findings and future directions*, Sydney, Australia National Research Organisation on Women's Safety.

Dominey-Howes, D., Gorman-Murray, A., & McKinnon, S. (2013). Queering disasters: on the need to account for LGBTI experiences in natural disaster contexts. 21, 7, 905-918.

Enarson, E. (2012) *Women confronting natural disaster: From vulnerability to resilience,* Boulder, Colarado, Lynne Rienner Publishers, Inc.

Enarson, E. (1999) Violence Against Women in Disasters: A Study of Domestic Violence Programs in the United States and Canada, *Violence Against Women, 5*(7), 742-768.

Fothergill, A. (1999) An exploratory study of woman battering in the Grand Forks flood disaster: implications for community responses and policies, *International Journal of Mass Emergencies and Disasters, 17*(1), 79-98.

Gorman-Murray, A., McKinnon, S., & Dominey-Howes, D. (2014) 'Queer Domicide: LGBT displacement and home loss in natural disaster impact, response and recovery', *Home Cultures*, 11(2), 237-262.

Heise, L. (1998) 'Violence against women: An integrated, ecological framework,' *Violence Against Women*, 4:262–490.

Heise, L. (998), An Integrated, Ecological Framework, *Violence Against Women* V 4 no. 3, pp262-290.

Houghton, R. (2009) 'Everything became a struggle, absolute struggle': post-flood increases in domestic violence in New Zealand, pp. 99-111, In Enarson, E. & Chakrabarti, P. (Eds.), *Women, gender and disaster: global issues and initiatives*, New Dehli, Sage.

Krolik, M. (2013) 'Exploring a rights-based approach to disaster management', *Australian Journal of Emergency Management*, 28(4), 44-48.

Our Watch, (2014) *Emerging Theory of Change*, Policy Brief 2, Our Watch, Melbourne, viewed on August 25 at: https://www.ourwatch.org.au/MediaLibraries/OurWatch/ourpublications/Policy_Brief_2_Theory_of_Change.pdf

Parkinson, D. (2012). *The Way He Tells It - Vol. 1 Relationships After Black Saturday*, Wangaratta: Women's Health Goulburn North East.

Parkinson, D. (2015) *Women's experience of violence in the aftermath of the Black Saturday bushfires,* A Thesis Submitted in Fulfilment of the Requirements for the Degree of Doctor of Philosophy, Clayton, School of Social Sciences, Faculty of Arts, Monash University.

Parkinson, D. & Zara, C. (2016) 'Men Reveal the Emotional and Personal Costs of the Black Saturday Bushfires in Victoria, Australia' in Enarson, E. & Pease, B. (Eds.) *Men, Masculinities and Disaster: Revisiting the Gendered Terrain of Disaster,* London, Routledge. https://www.routledge.com/Men-Masculinities-and-Disaster/Enarson-Pease/p/book/9781138934177

Scheirer, M., ed. (1994) *Designing and using process evaluation*, Handbook of practical session evaluation.

Sex Discrimination Commissioner, (2013) *Audit Report: Review into the Treatment of Women at the Australian Defence Force Academy,* Sydney, Australian Human Rights Commission.

Steckler, A. and L. Linnan, (2002) *Evaluation for public health interventions and research*, San Fransisco, California, Jossey-Bass.

UN Women, 2016, *Typologies on Training for Gender Equity,* Santo Domingo Training Centre, UN Women Training Centre: viewed on June 29 at:
http://www2.unwomen.org/~/media/headquarters/attachments/sections/library/publications/2016/typology-on-training-for-gender-equality-en.pdf?v=1&d=20160503T200520

VicHealth, (2007) *Preventing violence before it occurs: A framework and background paper to guide the primary prevention of violence against women in Victoria*, Melbourne, VicHealth.

Zara, C., & Parkinson, D. (2013) *Men on Black Saturday: Risks and Opportunities for Change*, Wangaratta, Women's Health Goulburn North East.

Zara, C., Parkinson, D., Duncan, A., and Joyce, K. (2016) 'Men and Disaster: Men's experiences of the Black Saturday bushfires and the aftermath', *The Australian Journal of Emergency Management*, V31 I3, https://ajem.infoservices.com.au/items/AJEM-31-03-15

Appendix I

End of Project Report

National Emergency Management Projects (NEMP)

Purpose

The End of Project Report is to be used by Project Managers to detail the outcomes of a project and provide an assessment of how the project performed.

Completing the End Project Report

Please complete the following with regard to the Funding Agreement and any approved Variations.

Project Title:	All on board: Incorporating national gender and emergency management guidelines
Project Number:	NP1516-006
Start Date:	10 December, 2015
Project Completion Date:	29 August, 2016 (as agreed)
Sub-Committee Assigned Member:	Kate Fitzgerald (initially Jessica Freame, then Kate Seibert)

1. Project Background/Overview
(Insert information on project background.)

This project is an initiative to address the growing interest in the impact of gender on emergency management (EM) and the recognised need for gender to be incorporated into national guidelines. Gender issues are known to compound the damaging effects of disaster on survivors. Increased gender and disaster knowledge and subsequent improved emergency planning and response will improve the health and wellbeing of women and men affected by disaster across Australia.

Funding provided by the Victorian Department of Health and Human Services (DHHS) in 2015 allowed Gender and Emergency Management Guidelines to be drafted – as conceptualised within the Victorian context. This provided a basis in 2016 for the collaborative development of truly national guidelines, informed by key EM personnel from each state and territory. These guidelines are the key deliverable for the NEMP funded 'All on Board' project, and sit alongside an *Action Checklist* and a *Literature Review*.

The literature review – which is a deliverable of this funded project – provides an externally reviewed, comprehensive and up-to-date overview of the significance of gender in EM in the international and national context.

The external evaluation is the final aspect of this project, and offers an independent critique of both the products and the process. (Attached at Appendix 1.)

2. Project Objective(s)
(What were the project objective(s) and were they achieved? Explain how they were achieved and the reasons why they weren't achieved, if applicable.)

The project objective was to improve Australia's ability to prevent, prepare, respond to and recover from natural disasters by:
1) developing National Gender and Emergency Guidelines to fill a gap in Australian knowledge, policy and practice
2) achieving a national consultation process

These objectives were achieved by close adherence to the project plan outlined in our submission and, subsequently in the contract with NEMP. A committed team, led by the Project Manager and Project Coordinator, implemented each step on time. The team was well supported by our project contacts, including Mark Stratton (convenor of the SRRG) and Lizz Van Den Boogaard (convenor of the RSC). The project was guided by the NEMP Advisory Group, Chaired by Emeritus Prof. Frank Archer, with membership from across Australia. The EMV-RSC sponsor was a key role in this project. Initially Jess Freame was our sponsor and for the past few months, Kate Siebert has ably filled this role. Kate Fitzgerald has recently replaced Kate Seibert as sponsor for the final two weeks of the project. Jess and Kate have been central participants in the NEMP Advisory Group. The Executive Officers of Women's Health In the North and Women's Health Goulburn North East have fully supported this project, both practically and personally, having attended each of the NEMP Advisory Group meetings, and having attended the Darwin consultation. Identification of a number of critical friends ensured the project was well grounded in the latest research. For example, the only researchers to have researched LGBTI and disaster were an ongoing part of the development of the guidelines (Dale Dominey-Howes, Andrew Gorman-Murray and Scott McKinnon), as was leading masculinity theorist, Professor Bob Pease, and key contacts within the women's health sector. An external and international reviewer critiqued and advised on the final iteration of the Literature Review. The national consultation process was thorough, with ongoing web access to each iteration of the guidelines, as well as the literature review and action checklist. Commentary by the research team on the secure site provided updates, as did regular emails. Approximately 350 people from emergency management participated in this national development of the guidelines.

3. Project Outputs
(Describe what the project outputs were and how they were achieved.)

Output	How achieved
National GEM Guidelines document	A project team was formed, and governance was established with the NEMP Advisory Group, which met at EMV in Melbourne as follows:
Action Checklist	25/2/2016
Literature Review (as underpinning document, providing evidence)	15/4/2016 9/6/2016 8/9/2016 (forthcoming to finalise and thank the Advisory Group) See Appendix 2 for membership of this group. All three meetings were well attended in person and by teleconference. For details of achievement of the milestones, please see Q. 5. below. Please see Attachment 3 for copies of these three documents. The external evaluation provides further details. See Attachment 1.

(Under the Funding Agreement for your project, you are required to provide copies of all outputs, including reports (including links where these are available online) or other products produced ie kits, CDs etc, to the NEMP Program Manager. These outputs will be provided to the ANZEMC community and may be promoted more widely.)

All outputs provided to NEMP Program Manager   Yes ☑
They are available here: http://www.genderanddisaster.com.au/info-hub/national-gem-guidelines/

4. Project Outcomes
(Describe what the project outcomes were and how they were achieved.)

Outcome	How achieved
• A shared and improved understanding of the need for such	The presentations by the research team to the RSC and SRRG, both by teleconference and in person raised awareness of the issues that

guidelines, and the critical importance of policies and practice that incorporate a gender lens.	led to the NEMP funding and this project. This was followed up (and preceded) by written information. The website was the location for static information on the background, aims, etc. of the project as well as the regular updates from the research team in commentary and in updated versions of the draft guidelines and literature review. The literature review was the main vehicle for increasing understanding through the synthesis of information on the key aspects of gender and EM guidelines.
• A shared and improved understanding of the specific issues (social, structural, psychological, financial, interpersonal, and physical) relating to gender and disaster – and a capacity, informed by clear guidelines, to respond to these issues.	The combined approach to the development (through the dedicated website) of the three documents that form the Gender and Emergency (GEM) Guidelines package has enabled the project to access local, national and international expertise and information from a wide range of contributors. Information sourced has been incorporated into the appropriate documents, all available through the website for perusal and comment by those interested, accessible by password. This process has set the basis nationally for shared, improved identification and understanding of issues relating to gender and disaster. It has subsequently started to influence interested organisations in building capacity to respond to the variety of identified issues captured in the Guidelines.
• Changed practices by key emergency management organisations and communities to help identify, prevent and respond to gender-based disaster impacts.	Implementation of the GEM Guidelines was not funded under Stage 1 of the project. We would expect changed practices to form part of Stage 2 - Implementation.
• New knowledge within the emergency sector of how to action the guidelines and gain support for subsequent changed policies and practices.	Presentations, teleconferences and one to one discussions with the project team, combined with the website and development of the Literature Review (evidence), Guidelines, and Action Checklist (where to start) have together provide the emergency sector with the knowledge and the tools to commence the change process.
• Improved planning, response and recovery for both men and women in the midst and aftermath of disaster.	Stage 1 – the GEM Guidelines and associated documents provide the information required to enable improvement in planning, response and recovery for both men and women during and after disaster.
• The development of guidelines which are inclusive of the contexts and experiences of all states and territories.	The National Guidelines were developed with input from every state and territory. The project team introduced the project via teleconferences to the SRRG and the RSC, then setup an Advisory Group to the team which has representation from all States and territories in Australia. The team travelled to Darwin to present and consult with participants at the April combined meeting of the RSC, SRRG and NDRRA SG to ensure interested people knew about the project, how to contact the team and how to have a voice/input into the iterations of the Guidelines as they were developed. We encouraged attendees at the combined meeting to promote the project throughout the EM sector and left postcards that people could use to provide us with feedback. We also received suggestions/comments from Australians working overseas in the emergency sector. Some contacts called to request access to the website information.

	Approximately 350 people have contributed to the Guidelines.
• The development of guidelines which are 'owned' supported and endorsed by all states and territories.	Please see the response preceding (above). The NEMP Advisory Group consists of 29 people, located Australia-wide and representing 24 organisations. The Group met 4 times since commencement of the Project. Approximately 350 people have participated in the development of the Guidelines, through the Session in Darwin at the combined meeting, through the Survey Monkey, via the website and by direct phone calls or emails. Input to the Guidelines via the website closed on July 29. In addition, the project has been presented at the MUDRI Forum and the Emergency Management Conference in July. Feedback provided during and after these interactions has been positive.
• The extension of current Victorian-based learnings to all states and territories.	Initial draft GEM Guidelines were Victorian based and influenced. The All on Board Project methodology ensured comment and input from all states and territories. These are now National Guidelines.

5. Performance Against Activity Schedule (Milestones)
(Describe the project milestones and how they were achieved.)

Milestone	*How achieved*
1. Establishment of a project webpage and online networking site.	The Secure Site was established, complete with password access in early March with the Timeline document and Literature Review available for viewing and comment. The draft National GEM Guidelines were uploaded on March 13th, 2016.
2. Completion of Literature summary on Gender and Emergency Management guidelines in other developed countries, regions and networks.	The first iteration of the literature review was completed and uploaded on March 13, 2016, and was then regularly updated in response to new publications and comments from stakeholders across Australia. See the External Evaluation for the Consultation Matrix. The External Evaluator sent the then current iteration of the Literature Review to an international expert for critique in June 2016. The expert reviewer's comments were addressed and the literature finalised and uploaded on 29 July, 2016. Please see the external evaluation for more detail. It is attached at Appendix 1,
3. Session 1: • Presentation or circulation (out-of-session) of draft Gender and Emergency Management Guidelines to relevant ANZEMC committees or groups • Consultation with individual State and Territory representatives (immediately following presentation meeting/s)	The project team introduced the project via teleconferences to the SRRG (Feb 10, 2016) and the RSC (Feb 26, 2016). The draft National GEM Guidelines were uploaded to the website on March 13th, 2016. An Advisory Group to the project team (now representing all States and territories in Australia) held its first meeting on Feb 25, 2016. The Session 1 Roundtable occurred when 3 members of the Project team travelled to Darwin and presented the project plan and Draft GEM Guidelines at the combined meeting of the RSC, SRRG and NDRRA SG, April 20). The presentation was followed by a "speed consultation" to ensure interested participants could discuss the project, know how to contact the team and how to have a voice/input to the iterations of the Guidelines as they were developed. Attendees were encouraged to promote the project throughout the EM sector. Postcards for people to use to provide feedback or ask questions of the Project team.
4. Revision (1) of draft Gender and	Completed.

	Emergency Management Guidelines incorporating input from State and Territory representatives and other key stakeholders	Although the secure site has now been removed to host the final documents, you can see the cached version here: http://www.genderanddisaster.com.au/info-hub/national-gem-guidelines/consultation-page/ Use PW: GADPOD2016 to see four versions of the guidelines and two versions of the literature review. The final version of the guidelines, literature review and action checklist are available here: http://www.genderanddisaster.com.au/info-hub/national-gem-guidelines/
5.	Roundtable 1 • Presentation or circulation (out-of-session) of revised Gender and Emergency Management Guidelines to relevant ANZEMC committees or groups	The joint sitting of the Social Recovery Reference Group, the Recovery Sub Committee and NDRRA was attended by the Project Coordinator and the EOs of both WHGNE and WHIN. It was held in Darwin from April 19-21st. Presentation and 45 Minutes Speed Consultation at Combined meeting ANZEMC - RSC, SRRG and NDRRA SG Darwin, April 20, 2016 Refer to 3. Session 1 for more information (see above) Presentation or circulation (out-of-session) of revised Gender and Emergency Management Guidelines to relevant ANZEMC committees or groups: • 30 May 2016 – completed
6.	Revision (2) of draft Gender and Emergency Management Guidelines , incorporating input from State and Territory representatives.t	Revision of draft Gender and Emergency Management Guidelines, incorporating input from State and Territory representatives. • 14 June 2016 – completed and incorporating feedback from comments via Survey Monkey, secure webpage and face to face meetings
7.	Roundtable 2 • Presentation or circulation (out-of-session) to revised (2) Gender and Emergency Management Guidelines for final refinement	The final iteration of the GEM Guidelines and associated documents was delivered to our RSC Liaison person for discussion and ratification at the RSC meeting in Hobart (August 2 -3). The RSC meeting were satisfied with the process and the thinking behind the guidelines and supporting documents. They reported no issues with ratification of the project. No changes have been suggested to the Guidelines.
8.	Conclude consultations with other states and territories.	The final date for input to the Guidelines was July 28, 2016. The RSC allowed its members an extension for comment to August 12, 2016 following the Hobart meeting. The documents are now final.
9.	Completion of Gender and Emergency Management Guidelines.	The three documents were provided to the Designer for formatting to assist access and uptake. They are available here: http://www.genderanddisaster.com.au/info-hub/national-gem-guidelines/
10.	External evaluation.	Completed and attached at Appendix 1.

6. Budget
(Provide information on the total allocated budget, how much was spent, details of any variations to the budget and if there are any unspent funds.)

Total Project	$96,030 (exc. GST)

Budget	
Total Amount Spent	$96,030 (exc. GST)
Total Amount Unspent *(funds to be returned)*	$0

Budget Item	Budget Allocated	Budget Spent
Salaries and on costs	$54,434	$55,300
Catering	$450	$450
Travel	$11,400	$5,790
Accommodation and Meals	$4,860	$4,444
Evaluation	$7,100	$7,100
Project Management and Admin	$17,786	$22,946

Budget Variations *(Were there any variations made to the budget?)*

The Travel budget was lower than anticipated because the Darwin round table was the only one open to our attendance. As a result of lower 'in-session' interaction, more project management was required to manage the out of session contributions and involvement, and more time was expended in identifying key stakeholders in other states and territories and engaging their interest and participation.

Please see Certificate of Compliance attached at Appendix 4.

7. Post-project Implementation Strategy
(What is the implementation strategy for your product/output following the closure of the project? How will you ensure ongoing currency of information?)

A full implementation strategy is outlined in our funding application for Year 2. It is attached at Appendix 5.

If we are not funded, we are committed to including the National GEM Guidelines, Action Checklist and Literature Review on the GAD Pod website, and promoting them through conference presentations, journal articles and our usual communication methods (e.g. the website Communiqué, partner organisations' social media, etc.).

Ideally, the Attorney General's Department would also host the documents, e.g. on this page: https://www.ag.gov.au/EmergencyManagement/Pages/default.aspx

In addition, a one or two-day summit is to be held to promote the GEM guidelines in early 2017.

8. Sub-Committee Approval
(Has your ANZEMC Sub-committee assigned member approved all outputs as per the signed Funding Agreement or any agreed Variation(s) in relation to this project? If not, Why?)
NOTE: Written notification from ANZEMC Sub-committee assigned members detailing approval of all outputs in relation to NEMP funding is to be provided with all end of project NEMP documentation.

Written formal notification was received by Jess Freame in the first report, and by Kate Siebert in the second. <mark>I have contacted Kate Fitzgerald for her written notification by email.</mark>

9. Identified Gaps/Lessons Learnt
(Have you identified any gaps/lessons learnt as part of your project? Did you encounter any setbacks that impacted on the project?)

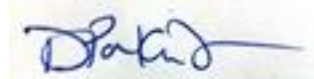| **10. Post Project Reporting**	
(In order to gauge the success of the NEMP Program and better inform future funding rounds, we ask that funded organisations provide a Post Project Update Report six months after the completion of their project. Please advise the most suitable person, and their contact details, to send the template to for this report.)	
Post Project Contact Officer:	Debra Parkinson
Contact Details:	debrap@whin.org.au or space@netc.net.au 043 646 930

11. Certification	
We certify the details contained in this End Project Report are correct as at the date of signature. It is recommended that the NEMP Program Manager support the closure of this project and endorse the End of Project Report.	
Project Manager	**Senior Authorising Officer**
Name: Debra Parkinson	**Name:**
Title: GAD Pod Manager & Manager of Research, Advocacy and Policy, WHIN.	**Title:**
Signature:	**Signature:**
Date: 29/8/2016	**Date:**

Upon completion, please submit this report electronically in Word format to your AGD NEMP Project Manager. (Fiona Vines)

<mark>************************ AGD Office Use only****************************</mark>

NEMP Program Manager – Project completion/closure and assessment of Report

For Office Use Only	
Copy of products/outputs received?	
Final Report received	
Final Report endorsed	
Recorded in GMS	

Saved to TRIM File	

Project Manager and Program Manager Assessment
Has the project achieved its outputs? Have they been verified by a Sub-committee member (evidence provided)?
Has the budget been spent as planned? Do any monies need to be recovered?   Evidence of expenditure provided (statement of Budget Expenditure/Certificate of Compliance)?   Any comments?

Planned costs	$
Final costs	$
Verification of expenditure	

End Project Report : Endorsed / Not Endorsed Comments:
NEMP Program Manager: Recommendation to CDSC and applicable ANZEMC Sub-committee that project has been successfully completed **Yes/No:**
NEMP Program Manager: Recommendation that outputs be provided to CDSC and ANZEMC community **Yes/No**

1. **NEMP Project Manager (sign off):**   **Date:**

2. **NEMP Program Manager (sign off)**:   **Date**:

APPENDIX II

Peer review Report

1. What is your opinion of the standard of scholarship in the literature review on the issue of Gender and Emergency Management? (Excellent, Very Good, Adequate, Poor, Insufficient).

The quality of the scholarship of the literature review of 'Gender and Emergency Management' is excellent. The authors demonstrate a strong knowledge of the global literature, and they are able to deduce what is most relevant for the Australian context based on empirical data from Australia, and through comparative analysis with similarly developed regions. The authors examine a diverse body of literature sources including policy, NGO, academic and gray literature. This enables a more comprehensive questioning of evidence and gaps between academia, practice, and policy, and leads to pragmatic recommendations. The document reads very well and is written in clear language that should be accessible to a broad audience.

2. Does the literature review cover the core themes relevant to current knowledge on the gendered nature of experiences of disaster?

Yes, the literature review examines the core themes relevant to current knowledge on the gendered nature of disasters. Additionally, the review adds some valuable new insights. The gendered nature of disaster impacts is widely acknowledged globally, however most of the evidence base is anecdotal. Some notable exceptions are evident, most relevant to the Australian context is the work of Dr. Debra Parkinson, Clare Zara, and their colleagues at Women's Health Goulburn North East (WHGNE)/Women's Health In the North (WHIN). Globally, women and girls tend to suffer longer-term, less tangible impacts following disasters such as gender based violence, psycho-social impacts, deterioration in sexual and reproductive health, changes to their networks and family support, poverty and employment insecurity, forced or early marriage, and disruption in education (Bradshaw and Fordham, 2013). Rightly, the authors note that many of these concerns are less relevant, or not relevant, for the Australian context, as neither legislation nor customary practice permits forced or early marriage, and other concerns such as employment insecurity, education continuity, and access to sexual and reproductive health resources, whilst relevant, are much less severe in comparison to developing countries. The authors provide compelling evidence of the negative gendered impacts of disasters for the Australian context, for example, regarding disaster related mortality, psychosocial and mental health impacts, as well as inequalities in women's representation in emergency management; themes requiring the greatest urgency in the Australian context.

The lack of disaggregated data collection (i.e. sex, age, ability) and analysis of disaster impacts is a limiting factor in quantifying the differential impacts of disaster on different groups of people for many countries, which is highlighted by the authors. Where data is available, it points to the importance of context in understanding impacts—one group of people may be more vulnerable and severely impacted by a disaster in one country, the same may not be true for another, even for the same type of hazard, which is why it is so essential to collect this data. In the 1995 Chicago heat waves, poor, elderly men died in disproportionately higher numbers than other groups (Browning et al., 2006). In contrast, in the 2003 heat waves in France, elderly, disabled, and typically lower social class females were most severely impacted (Canouï-Poitrine et al., 2005). As this review demonstrates, the evidence from Australia further demonstrates the importance of culture, hazard type, and location for understanding the gendered nature of disaster impacts. For example, improving programming and services to address mental health needs following disasters, especially for men, as they are less likely to seek support when needed due to unhealthy social stigmas. There is also strong evidence for the need to devote more resources to addressing gender and family based violence during disasters. The authors clearly highlight and demonstrate these points.

3. Are there any suggestions you would make to improve the coverage in the literature review of current knowledge in this area?

The authors mention children and young people in disaster management, which is an area with limited coverage. An additional recommendation of the CUIDAR project, which is advancing this area, is cited within the text (http://www.lancaster.ac.uk/cuidar/en/). Perhaps also to emphasize that supporting women's needs might best be addressed through a 'gender-responsive' approach to emergency management that considers men's/women's, boy's/girl's, and gender minority's needs in relation to each other. Historically, 'gender' has been equated to 'women', and 'gender' programming has focused largely on women, as the authors point out. This can have negative implications such as shifting responsibility for a particular problem onto one sex, and can lead to failed assumptions about inclusion equating to fair representation (Bradshaw, 2015 provides a supporting reference for this).

The authors note that women are sorely underrepresented in emergency management in Australia. While inclusion is certainly favored over exclusion, it might be useful to also address the topic of 'active' participation versus inclusion. Two references that discuss this theme are Arora-Jonsson (2013) and Drolet et al. (2015) cited at the end of this document. Essentially, these authors draw attention to the fact that women, or other underrepresented groups, are often brought into groups where they have had very little say in making the rules and regulations. This can be a way to maintain the status quo unless women are given the agency to make changes. The authors recommend several exercises, for example, in the section reviewing different 'gender and emergency guidelines' that could be useful to pull out in a table or box to discuss participation.

4. The literature review frames a project designed to develop national guidelines that direct emergency managers on how to delivery services that include the needs and vulnerabilities of women. Does the literature review adequately frame the issues for development of national guidelines in the Australian context?

Yes, however it might be useful to draw out key messages more explicitly as dot-point summaries in tables or text boxes. Figures or graphics that help to answer the questions 'what does it look like to include gender and family based violence in the (recommended) framework?' and 'what does success look like?' Some comments are made in the attached document that might be useful, e.g. one approach could be to identify technical changes (i.e. disaggregated data collection/analysis, new databases, etc.), programmatic changes (i.e. along thematic topics such as GBV, mental health following disasters, etc.), training & awareness raising (i.e. for specific themes, reaching specific groups), quotas. Examples of metrics might also be useful, e.g. a goal of training 100% of emergency responders by 2020, allocating X% funding to support continuity of services to women's shelters, etc.

A few additional questions, and the basic motivation behind them, which might be useful to consider are highlighted below:

Baseline data on gender and family based violence often emerges from women's shelters or other community based organizations providing services for gender and family based violence (Enarson, 2012). It is vital ensure continuity of services and reporting during disasters. Research from Australia also demonstrates the necessity of raising awareness and providing training for a wide range of emergency response actors (i.e. police, case managers, trauma psychologists, family violence workers, and communities themselves) to better respond to gender and family based violence and make appropriate referrals (Parkinson and Zara, 2015).

• What resources are available to ensure continuity of women's shelters, or other community based organizations that provide vital services during non-crisis and crisis times?

• Is training provided for all emergency management staff with regards to spotting the signs of gender and family based violence and making appropriate referrals?

Most developed countries have legislation that criminalizes gender based violence, however anecdotal evidence recommends gender based violence is underreported due to social stigma and other concerns. Survivors may face re-victimization, humiliation, and other degrading treatments in the judicial system, discouraging reporting. Further, rape kits or other evidence may not be tested within a timely manner, if tested at all. Survivors may face

even greater challenges during emergencies or crises, as reporting may not be prioritized, and emergency responders may not be adequately trained to spot the signs of gender based violence.

• What metrics are available (if any) to understand how accessible and responsive court services are for survivors of gender and family violence?

• What metrics are available (if any) to understand the satisfaction with court and justice outcomes for survivors of gender and family based violence?

• What metrics are available (if any) to ensure rape kits are collected and tested within a reasonable timeframe during emergency or crisis situations?

• What plans are in place to ensure the continuity and quality of reporting during emergency or crisis situations?

Works Cited

Bradshaw, Sarah, and Maureen Fordham. "Women and girls in disasters." Project Report. Department for International Development-DFID, London (2013).

Arora-Jonsson, Seema. Gender, development and environmental governance: theorizing connections. Vol. 33. Routledge, 2013.

Bradshaw, Sarah. "Engendering development and disasters." Disasters 39.s1 (2015): s54-s75.

Browning, Christopher R., et al. "Neighborhood social processes, physical conditions, and disaster-related mortality: the case of the 1995 Chicago heat wave." American Sociological Review 71.4 (2006): 661-678.

Canoui-Poitrine, Florence, Emmanuelle Cadot, and Alfred Spira. "Excess deaths during the August 2003 heat wave in Paris, France." Revue d'épidémiologie et de santé publique 54.2 (2006): 127-135.

Drolet, Julie, et al. "Women rebuilding lives post-disaster: innovative community practices for building resilience and promoting sustainable development." Gender & Development 23.3 (2015): 433-448.

Enarson, Elaine Pitt. "Women confronting natural disaster: From vulnerability to resilience." Lynne Rienner Publishers, (2012).

Parkinson, Debra, Claire Zara, and Susan Davie. "Victoria's gender and disaster taskforce." Australian Journal of Emergency Management, The 30.4 (2015): 26.

Appendix III

Response to the peer review of literature review

This checklist is to serve as a prototype for addressing and implementing gender-sensitive guidelines into emergency management processes. Further consideration will be made in Year 2 of the project, with a more detailed focus on implementation.

Gender and Emergency Management Action Checklist

Checklist completed on		Checklist completed by:	

Engagement in Disaster and EM

Consideration	Yes	No	Action to be completed by [agencies/organisations]	Comments
Have you identified and included community leaders that are representative of women and other gender identities?			• Planning • Response • Recovery	
Have you identified ways to involve women, and everyone of diverse gender and sexual identities in all aspects of emergency management?			• Planning • Response • Recovery	
Do you have strategies for including and supporting people with carer responsibilities so they can fully participate in consultations and activities, (noting that the majority of primary carers are currently women)?			• Planning • Response • Recovery	

Planning

Consideration	Yes	No		Comments
Have you investigated the demographics and characteristics of the communities affected by disaster to inform all stages of managing emergencies?			• Planning	

Consideration	Yes	No		Comments
Have you identified people/organisations with gender expertise (LGBTI and women-specific) to assist with your EM strategies?			• Planning • Response • Recovery	

Workforce Development/Training

Consideration	Yes	No		Comments
Have you accessed gender and anti-discrimination training for EM employees and volunteers?			• Planning • Response • Recovery	
Have you provided gender and anti-discrimination training to security staff?			• Planning • Response	
Have you provided domestic violence training and education to employees and volunteers?			• Planning • Response • Recovery	
Have you informed evacuation centre managers of existing restraining/intervention order protocols in evacuation centres?			• Planning • Recovery	

Documentation /Technical

Consideration	Yes	No		Comments
Do you offer gender identification options of m/f/x in written forms? (x = intersex/unspecified/indeterminate)			• Planning • Response	
Do you offer gender identification options in verbal interviews? (for example, consider asking, 'How would you describe your gender?' or 'What is your gender identity?')			• Planning • Response	
Do you encourage open communication and safe expression of emotion?			• Planning • Response • Recovery	

Program Design / Resourcing

Consideration	Yes	No		Comments

Have you taken advice from specialist agencies to develop, or support, a wide range of gender specific programs or groups in the emergency relief and recovery period (e.g. women's support groups, men's sheds, specific LGBTI programs)?			• Planning	
Funding: Have you considered gender in budgeting, (for example: allocation of resources to ensure continuity of services (i.e. women's refuges, men's sheds, etc)			• Planning	
Have you collected, or do you have access to, gender-disaggregated data for analysis, reporting and program development?			• Planning	
Have you reviewed (and updated) communications and resources, and checked for references to gender stereotypes or assumptions about capability based on gender?			• Planning • Response • Recovery	
Have you amended communications and resources to ensure different needs of women, men, and everyone of diverse gender identities are covered?			• Planning	
Have you included information about domestic violence in information about emergencies? (for example: flyers, pamphlets, advertising, 1800RESPECT http://bit.ly/29QjGWh)			• Planning • Response • Recovery	
Have you investigated ways of increasing counselling/mental health services and support to men in the emergency relief and recovery period, with the knowledge that men are often reluctant to seek formal counselling?			• Planning	
Have you addressed the increased risk of domestic violence in emergency recovery planning?			• Planning • Recovery	
Have you assessed the ability of the state/territory's resources to respond to domestic violence post-disaster (for example, domestic violence training for first responders)?			• Planning	
Have you identified and engaged domestic violence workers in recovery efforts and recovery committees?			• Planning • Response • Recovery	

Have you identified and engaged domestic violence specialists to speak at community meetings?			• Planning • Response Recovery	

Facility Design				
Consideration	Yes	No		Comments
Public evacuation /relief venues: Have the particular needs of women, men, and everyone of diverse gender and sexual identities, including LGBTI people been considered? (Consider facilities such as bathrooms, toilets and showers marked M, F, and X to reduce fears and vulnerabilities).			• Planning • Recovery	
Have you considered: • Banning drinking advertising in relief and recovery locations • Holding meetings in alcohol-free venues? • Holding alcohol-free community events?			• Planning	

APPENDICES IV and V removed to protect the privacy of individuals involved.