



Asia-Pacific Economic Cooperation

**“Women in Times of Disaster”:
The Integration of Gender Issues and Gender Perspectives
in Disaster Management**

Thailand Study: The Case of the Indian Ocean Tsunami



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The Integration of Gender Issues and Gender Perspectives in Disaster Management
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Foreword

This study on the integration of gender issues and gender perspectives in disaster management, conducted under the Asia Pacific Economic Cooperation (APEC) – Gender Focal Point Network (GFPN) and in collaboration with the Philippines Women’s University (PWU) has provided a number of very important opportunities. Firstly there has been the opportunity for the Sustainable Development Foundation, the Thai non-governmental organization responsible for conducting the study, to work in together with the Department of Disaster Prevention and Mitigation (DDPM) of the Ministry of the Interior and the Office of Women’s Affairs and Family Development (OWAFD) of the Ministry of Social Development and Human Security, both government agencies under the Royal Thai Government (RTG).

Secondly, it is widely appreciated that women are impacted more severely and in different ways to their male counterparts when disasters occur, but knowledge and understanding regarding what these differences are, why they occur and what can be done to improve the plight of women remains comparatively low. This study has provided an important opportunity to improve the level of knowledge and understanding of individuals, communities, organizations and agencies because it has not only reviewed current government policy, legislation and operational frameworks, but has also drawn heavily upon the real experiences of communities along Thailand’s Andaman Sea coast that were impacted by the Indian Ocean Tsunami of 26th December 2004, together with the experiences of individuals and groups who worked the communities to provide both immediate relief and long-term rehabilitation.

The importance of the findings from the study in Thailand is a result of the fact that the study was a collaborative process carried out in conjunction with two key government agencies in Thailand, DDPM and OWAFD as mentioned above. This means that the findings were developed jointly as a collaboration between communities at the field level, non-governmental organizations, and key related government agencies. Since the findings were developed via this kind of process, their weight in terms of practically and tangibly influencing disaster management practice in Thailand in the future is considerable.

To conduct such a comprehensive study covering such a wide range of individuals and groups would not have been possible via the efforts of the principal research and the support of APEC-GFPN alone. What brought this research to fruition is the fact that those involved already had a history of collaborating together on gender issues and disaster management, and were able to build upon this earlier work and their close relationships in order to raise the level of their work and produce this comprehensive and wide-ranging study. In particular the support of Mr. Anucha Mokkhavesa, Director General of DDPM and Mr. Suwit Khanikul, Former Deputy Director and Chief Gender Equality Officer of DDPM was critical in giving their backing to this study and providing an enabling environment in which the research team was able to work closely with DDPM’s staff. Special mention must be made of the efforts of Ms. Vorachaporn Phetsuwan, Inspector of DDPM and Mr. Sakdavuth Kantawong, Gender Focal Point of DDPM for their commitment in providing long-term support to the study, both in terms of providing information, reflecting the situation within the department and the realities in the field, and participating in

meetings and exchange forums. Apart from the involvement of DDPM, the contribution of OWAFD and its staff was also incredibly important. Mrs. Anusorn Inkhampaeng, Director of Bureau of Gender Equality Promotion, Mrs. Duangsuda Muangwong, Officer in Charge of Gender Equality Promotion, and their team including Ms. Achara Sriratapai, Mr. Chayakorn Vittayawat, and Ms. Kaesorn Kuankong did not only see this study as just another piece of research, but went beyond this and took the opportunity provided by the study to promote in concrete ways the integration and mainstreaming of gender issues in disaster management.

In working with disaster-affected communities at the field level in Thailand there was close collaboration with the staff of a number of non-government organizations including the Ms. Chorthip Chayachan, Program Officer of Foundation for Women, Mr. Somyote Tohlang, Disaster Project Coordinator, Ms. Supansa Mahrem, Field Legal Officer, Mr. Chanchai Yangdee, Field Coordination Officer, and Mr. Wachirawit Soisungnoen, Field Coordination Officer all of Save Andaman Network, as well as Ms. Auaiorn Suthonthanyakorn, Mr. Jonathan Shott, Ms. Aphikanya Thawisai and Ms. Kesinee Kwaenjaroen all of the Sustainable Development Foundation itself, who helped with the process of gathering information from the field.

Most importantly of all, the research team must give sincere thanks to all the individuals from disaster affected communities in the studied provinces who gave their time and provided open, honest and comprehensive reflections regarding their at times difficult experiences following the Indian Ocean Tsunami in Thailand.

The research team would like to take this opportunity to express their sincere thanks for the support provided by APEC-GFPN in enabling this study to take place, and also for the coordination and facilitation of Arch. Encarnacion N. Raralio, Principal Researcher and Dr. Miriam E. Necesito, AVP for University Special Projects and Quality Assurance both from PWU.

Conducting this study has been an important learning experience for all the members of the research team, helping them to increase their understanding and build their capacity in addressing gender issues in disaster management, and has also lead to the development of important and comprehensive information and knowledge regarding the integration of gender issues in disaster management which will undoubtedly be of immense value to those working in this area, whether they come from non-government organizations, government agencies, or indeed from within disaster-affected communities themselves.

The research team, both from within Sustainable Development Foundation itself, but also from within the collaborating organizations of DDPM and OWAFD, is committed to carrying forward the output of this study in order to bring about tangible and lasting change within organizations and agencies working to integrate gender issues into disaster management and, most importantly of all, to improve the plight and reduce the suffering and burdens of women affected by disasters in Thailand.

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Executive Summary

Background of the Project

The Asia Pacific Economic Cooperation (APEC) – Gender Focal Point Network (GFPN) is conducting a study on the integration of gender issues and gender perspective in disaster management in terms of preparedness, emergency response, rehabilitation and reconstruction with the objective of identifying practical disaster management interventions that integrate gender concerns. The project is sponsored by Indonesia and co-sponsored by Japan, the Philippines and Thailand and is being conducted by these economies. The Philippines Women’s University (PWU), the Development Institute for Women in Asia Pacifica (DIWA) has been awarded as the project contractor of this project.

The project has the following 3 objectives:

1. To assess the achievement, obstacles and weaknesses of the four economies to integrate gender issues in disaster management and particularly during preparedness, emergency response and in rebuilding livelihoods.
2. To determine the common as well as economy specific practical methods to integrate gender emergency preparedness and economic empowerment of women.
3. To identify how related APEC forums can effectively contribute to gender integration into disaster management.

The project is comprised of the following 4 research components:

1. Review of government policies and laws on disaster management and their application during disasters.
2. Survey and analysis of the implementation of disaster management programs, including institutional capabilities.
3. Identification of obstacles encountered from a gender perspective and reasons / causes why gender issues are or are not considered in disaster management.
4. Evaluation of policy impacts on socio-economic, psychological and institutional capabilities.

In Thailand, the study was carried out by the Sustainable Development Foundation (SDF) between July and September 2008. The foundation coordinated to bring about collaboration with two government agencies in conducted the study, namely the Office of Women’s Affairs and Family Development (OWAFD), Ministry of Social Development and Human Security, and the Department of Disaster Prevention and Mitigation, Ministry of the Interior. The study focused on Thai experiences following the Indian Ocean Tsunami of December 2004, as it was a disaster of unprecedented scale which gave and wide range of experiences and substantial amount of data for study.

This study is a qualitative study and was not based on the collection of statistical data. The data for the study was collected through a review of relevant literature and prior

research studies, together with a series of visits to disaster-affected communities and interviews with survivors of the Indian Ocean tsunami and other individuals living along Thailand's Andaman Sea coast. Following these visits and interviews, a series of 5 focus group sessions were held. The first 3 of these sessions were conducted with tsunami-affected individuals at the field level, with focus groups of women, children and the elderly consulted both separately and jointly. This was followed by a larger focus group session which was conducted in Trang province, and which was attended not only by tsunami-affected communities, but also by representatives of government agencies and non-governmental organizations with experience or roles in disaster management. The aim of these first four sessions was to review the response of various agencies and organizations following the tsunami, from the perspective of those directly affected, in order to identify what issues there were. Finally a validation meeting was conducted in Bangkok which was attended by a wide range of relevant stakeholders in order to review the studies findings and incorporate the feedback of those attending the focus group session.

The complexity of the traditional and social issues surrounding the role of women and gender equality, coupled with the size of the area affected by the Indian Ocean Tsunami in Thailand, covering some 6 provinces, meant that within the time available for the study it was only possible to make a partial investigation and analysis.

This study will be of direct benefit to government policymaking bodies, private sector, communities themselves and non-government organizations, media, academia as well as financial institutions that are involved in disaster management and economic empowerment programs. Ultimately this will filter down to provide benefit to women disaster victims, who can eventually take charge of their own rehabilitation and normalization.

Policy and Institutional Framework and Operations

Before the Indian Ocean Tsunami impacted in Thailand, there had already been an attempt to overhaul policy and practice related to the management of disasters, in order to reduce the level of complexity and confusion, streamlining processes and increasing the level of cooperation on disaster management. This eventually resulted in the new Disaster Prevention and Mitigation Act of 2007 being made effective in November of that year. One of the key changes at that time was a shift of focus from response and relief in order to place a greater emphasis on building preparedness as a means of lowering the impact and loss caused by disasters. A major aspect of this was raising awareness regarding the importance of public participation in disaster management, particularly at the local level, rather than having the public assume that disaster preparedness should only be the concern of government agencies, and instead encourage individuals and communities to take increasing responsibility. Apart from this, despite the overall drive to bring multiple processes and approaches into line to reduce confusion and complexity, there was an acknowledgement of the need to decentralize responsibility and operational in order to accommodate the diversity of situations and circumstances at the local level in the form of community-based disaster management. This new approach placed importance on increasing the capacity of human resource at the local level to be able to prepare for and respond to

disasters, and also on warning systems, emergency communication, prevention and mitigation measures etc.

With regards gender issues, The Royal Thai Government (RTG) has been placing increasing emphasis on addressing gender equity problems, both within its own ministries, bureaus and departments, and also within Thai society as a whole. Regarding the Thai government's efforts in terms of gender equality, the government is in compliance with the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the Beijing Declaration and Platform for Action and the Millennium Declaration. DDPM also gave this issue importance, and took on the government's mandate to promote gender equality within all government departments. DDPM's own efforts included identifying a gender focal point and setting up a policy framework and operational guidelines to ensure gender equality and a focus on gender issues both within the department itself and also in terms of the department's operations at the field level. Two key positions which were established with the department are the Chief Gender Equality Officer (CGEO) and Gender Focal Point (GFP). These positions are seen by the government as key institutional mechanisms for addressing gender issues, and the cabinet resolution of 31st July 2001 requires all ministries and departments to appoint a CGEO and GFP. Their mandate is to promote and integrate gender within the organization, as well as in terms of the organization's policies and programs of work. The department has also established a master plan and various strategies, including training of staff within the department, in order to increase the capacity to address gender issues both within the department itself, but also in terms of the service the department provides to the public in working on disaster management at the local level.

Impact of the Tsunami in Thailand

If we look at the frequency and severity of disasters which have occurred and continue to occur in Thailand, we find that while disasters do occur very frequently, their scale and severity in the past has not been that large, and so their impacted has been somewhat limited. Therefore, if we compare Thailand to other countries around the world, the impact from disasters upon the country can be considered not so severe as in many other countries.

However, in recent years there has been an increase both in the frequency with which disasters are occurring, and also an increase in the severity and impact of individual disaster incidents within Thailand. This did not lead to an increase in the awareness and interest of the general public regarding disasters and disaster preparedness though, and it was only with the advent of the Indian Ocean Tsunami in December 2004 that people in Thailand began to pay significant attention to disasters and what could be done in advance to mitigate their impacts.

Regarding the impact of the tsunami in Thailand, the Andaman Sea coast which was struck by the tsunami is an area which supports a diverse range of livelihoods, occupations and business e.g. small- and large-scale fishery, tourism industry, private investment, service sector activity, agriculture, and migrant laborers both from other areas of Thailand as well as from outside of Thailand. When the tsunami hit it impacted upon all of these diverse economic activities, and the overall impact upon

the economy and society was massive. The loss of life was also significant and, because of Thailand's popularity as a tourist destination, was not only confined to Thai nationals but significantly included a very large number of foreign tourists. Noticeably, far more women than men lost their lives in Thailand.

According to DDPM, the area affected by the tsunami covered 412 villages, 95 sub-districts, 25 districts and 6 provinces. Of the 412 villages impacted, 43 were hardest hit. A total of 58,550 people from 12,017 families were affected. The total death toll in Thailand was 5,395 persons made up of 2,059 Thai nationals, 2,436 foreigners and 900 unidentified individuals. Some 8,457 persons were injured, and 2,817 are still missing. In spite of the tremendous loss of lives in Thailand, there is no official gender disaggregated statistics to confirm the total number of casualties, or even a provide rough estimate of female casualties and deaths caused by the tsunami.

The Indian Ocean Tsunami provided an unprecedented opportunity to understand both the strengths and weaknesses of Thailand's disaster management policy and operational structure. In this study we focused on the elements on this structure which related to the ability to respond effectively to gender issues in disaster management, analyzing where there was clear capacity and opportunity, and where there were potential loopholes and weaknesses. The aim was to understand how disaster management policy and operation in Thailand could better prepare to respond to the plight of women following future disasters.

Gender Aspects and Disaster Management in Tsunami Affected Areas

Normally when we consider the impact of the tsunami upon the public in Thailand, we would expect both men and women to be impacted equally. However, our study found that when we look at the situation in more detail, women were impacted more severely by the tsunami as a result of pre-existing vulnerabilities arising from traditional, cultural and social expectations regarding their roles in society and their livelihoods and ways-of-life. The particular issues of women in times of disasters arise from them having to shoulder the enormous responsibility of being mothers, wives and daughters and having to take care of all members of the family, all this without even considering whatever personal problems and issues they themselves may be facing. The study also found that the psychological impact of the tsunami seemed to be greater upon women, as they grieved for the loss of their children, husbands and other family members longer and more intensely, resulting in greater emotional stress and a higher risk of depression. These pre-existing vulnerabilities meant not only that women were impacted disproportionately by the tsunami, but also that they faced difficulties obtaining equitable access to relief, assistance and rehabilitation following the tsunami also.

The above observations regarding existing vulnerabilities relate to women in general who were affected by the tsunami. Women who were additionally members of an already vulnerable or marginalized groups faced even worse problems still, for example women immigrant laborers, sex industry workers, women from ethnic minority groups without official Thai identity cards despite having spent most or all of their lives in Thailand etc.

The study found that despite a number of progressive actions being taken to uplift the status of women, and despite advances regarding addressing women's issues made within Thai society, women's issues are still not being adequately addressed when disasters occur.

Problems and Issues Regarding Short-term Rescue and Relief

The key issue regarding disaster response was that a lack of capacity regarding the distribution of assistance to those affected by the tsunami, and a lack of measures to give an appropriate focus to gender issues, led to women not being able to gain adequate, appropriate or equitable access to assistance, or else being exposed to situations which left them feeling they were not treated in a dignified manner and instead felt as though they were 'beggars'. Inadequate management and a lack of focus on gender issues led to a wide range of different problematic scenarios. In some cases a lack of effective distribution mechanisms meant assistance was provided on a first-come-first-served basis, with women often at the back of the queue and receiving insufficient aid. Sometimes the distribution of assistance was linked to existing local administration mechanisms, leading to a lack of transparency which bred mistrust regarding which families would and would not receive aid and became a source of conflict. And generally a lack of participation by women in how the provision of relief and aid was managed caused assistance to be inadequate and inappropriate, e.g. the needs of pregnant and breastfeeding women were not considered, sanitary napkins, appropriate underwear and other items specifically required by women were not made available.

All of these observations apply equally to other areas of the immediate relief process and related activities and initiatives, such as the establishment of camps and the provision of other forms of temporary accommodation, where once again insufficient consideration was given to the participation of women in decision-making process, and so women's specific needs were not addressed. So, in the example of camps and temporary housing, sleeping arrangements, bathrooms, kitchens, lighting and security were all areas where the specific needs of women failed to be addressed.

Another example regards access to compensation, and the legal machinery which dictates who should be considered the head of household. In fact the legislation is not discriminatory against women, but those responsible for providing compensation at the field level worked with the assumption that the head of household should be the man in the family. This resulted in women not being able to gain access to compensation, or being provided an inadequate level of compensation. Equally, women themselves were not sufficiently aware of their rights to compensation in this respect since in the past, before the tsunami occurred, cultural and social norms did not encourage them to think of themselves as the head of household.

All of the above problems were exacerbated by the lack of adequate gender disaggregated information which would otherwise enable the plight of women highlighted and would serve to differentiate between the problems and issues faced by women and those of their male counterparts. Even in instances where appropriate gender disaggregated data was available, it was not made use of in planning and

implementation, partly because of a lack of capacity on the part of relief workers, and partly because of poor management and coordination.

Problems and Issues Regarding Long-term Recovery and Rehabilitation

In the effort to help those affected by the tsunami be able to return to a normal way of life, where the focus was on land, permanent housing and livelihoods / occupations, women were faced with less access, less opportunity to participate, and less time for development activities than their male counterparts.

Regarding land, conflicts over land that arose following the tsunami caused extra burdens for women since many families were forced to relocate or else face lengthy legal battles. Communities' fundamental rights to remain settled in areas which they had occupied for many years before the tsunami were neglected and abused during this period as government agencies and private investors began claiming ownership of previously undisputed land and pressing for the eviction of communities. For women who lost husbands the prospect of relocation to a new and unknown area was obviously daunting. But even for those women whose husbands survived, relocation caused a lot of additional problems, for example women often found themselves in new communities far from their relatives and friends and so lacking access to these important social networks, and in some cases the resettlement sites were far from the areas women depended on for their livelihoods, such as boat mooring sites and fishing areas, which increased their anxiety regarding the security of their assets, and caused them to have to spend more time working each day.

Regarding livelihoods and occupations, and extending to community develop as a whole, the problem for women was one of participation and level of involvement. Initial interventions regarding livelihoods were very piecemeal and activity based, and did not really take into account existing capital in terms of women's existing knowledge and skill, and nor did they give adequate consideration to women's long-term prospects in the future. The result was a series of short-term initiatives aimed at increasing income in largely inappropriate and unrelated ways which have left many women facing unprecedented levels of indebtedness. Even in cases where the rehabilitation of livelihoods and occupations was given more appropriate and longer term consideration, participation of women in the decision-making process was insufficient to ensure their needs were addressed, and the constraints placed on women's time as a result of their care provided and head of household roles meant they had less time than their male counterparts to participate in activities related to capacity and skill building and occupational development. Similar observations apply equally to the process of community rehabilitation and development, where once again a lack of appropriate measures to ensure the equitable participation of women resulted in their specific concerns and needs failing to be addressed, and so community-level initiatives proceeded in directions which were not necessarily appropriate to women in the community.

Problems and Issues Regarding Disaster Preparedness

Prior to the tsunami, although there were efforts made toward disaster preparedness by DDDPM, generally the issue of disaster preparedness was not given a lot of attention and consideration, and was not something that was within the awareness and consciousness of the wider public. The efforts that had been made regarding disaster preparedness before the tsunami were mostly focused on training small numbers of the public to help government officials respond to a variety of different disasters and civil emergencies, including ‘man-made’ events such as traffic accidents and fires. But there was no systemized approach to planning and activities for preparedness, prevention and mitigation, the approach taken was not community-based, and little or no consideration was given to gender issues.

Regarding the development and implementation of warning systems, and the establishment and designation of evacuation routes, safe areas and shelters, once again the problem for women was a lack of measures to ensure their adequate participation in decision-making processes. As a result, warning systems, evacuation routes, safe areas and shelters did not give adequate consideration to the lifestyles and livelihoods of women e.g. where they would be at particular times of day and whether they would be able to hear warning signals, did not consider their extra burden as care providers e.g. whether they would also be able to evacuate children and other family members as well as themselves, and did not make use of the specific knowledge and understanding of women regarding the local context.

In many cases volunteer systems were set up to allow communities to take the lead role in building preparedness and in implementing disaster prevention and mitigation measures. Culture and social factors meant that women were often automatically excluded the opportunity of participating as volunteers in these respects, and even if such cultural and social factors were not an issue, women’s additional burdens as care providers and heads of households often left them with too little time, in the absence of adequate counter measures, to be able to develop their skills and capacity and being to participate regularly as volunteers.

More generally, processes and mechanisms were established within communities affected by the tsunami in order to give them the opportunity to develop comprehensive long-term disaster management plans aimed at addressing issues of preparedness, preparation and mitigation. For many of the same reasons already outlined above, i.e. cultural and social norms and extra household burdens, women were not readily able to participate equitably in these planning processes and mechanisms, and there were insufficient measures in place to facilitate and provide a guarantee of their participation.

Recommendations

If we examine the current capacity and future potential of the RTG in responding to gender aspects in disaster management, it is very high. The RTG has a commitment to addressing gender issues and promoting gender equality as demonstrated by the fact that the government has signed up to a number of international treaties and

conventions on gender. The constitution of Kingdom of Thailand is against discrimination in all forms and actively promotes the role of women. The RTG also has excellent policy and operational framework in support of gender issues, with all departments required to have a Chief Gender Equality Officer and Gender Focal Point.

The DDPM has taken on the mandate of the RTG in addressing gender issues, has developed its own master plan, and has developed an operational framework and reorganized internally in its efforts to address gender issues. The internal efforts of the DDPM have been supported by the Office of Women's Affairs and Family Development (OWAFD), which has a role to support various departments and the public at large in their attempts to address gender issues. And communities previously impacted the Indian Ocean Tsunami in Thailand themselves have an increased awareness and understanding of the need to integrate gender issues into disaster management.

Many civil society organizations have also been working hard to integrate gender aspects into disaster management in order to improve gender equality, although overall the impact of their efforts remains very small and scattered. The general public also has a good level of awareness and positive attitude towards addressing gender issues and promoting the role of women. So overall there is a lot of capacity and potential.

The weaknesses are mostly internal, rather than being external influences or threats, and pertain to a lack of capacity in translating the potential of very positive policy and operational frameworks into concrete change at the implementation level. The ability to realize master plans in terms of concrete actions and initiatives on a regular basis is one problem area, and funding structures and limitations which do not provide sufficient support for addressing gender aspects is another. A lack of gender disaggregated data is also a problem as it makes planning to address gender issues and gender inequalities very difficult.

There is also currently a lack of integration and mainstreaming of gender aspects into the overall plans of government departments like DDPM, and instead activities and initiatives aimed at addressing gender issues tend to be considered something separate from day-to-day operations and project implementation.

In this context, and based on the study's detailed findings, we would like to make the following recommendations regarding the integration and mainstreaming of gender aspects in disaster management:

Economy

To translate the mainstreaming and integration of gender issues into tangible practice by making use of already positive existing policies and operational frameworks, then member economies must take on the recommendations of the study and facilitate their implementation by providing appropriate financial support, laying out a clear timetable for implementation, committing to the development of human resource, and ensuring adequate monitoring and evaluation is in place. The allocation of financial

resources needs to be considered on a strategic basis rather than on a piecemeal basis, firstly, to ensure that efforts to increase the focus on gender aspects are comprehensively supported in the long-term, and secondly, because adding a gender focus to budgeting exercises is an important way of ensuring gender aspects remain at the forefront when government departments are developing implementation plans.

Accurate and comprehensive data will be an essential foundation in developing appropriate plans for the integration of gender issues into disaster management practice. The data currently available is not gender disaggregated and is therefore not adequate for planning purposes. Therefore the RTG must commit to overhauling their information systems to ensure that comprehensive gender disaggregated data is made available to provide an appropriate and firm basis for planning to address gender issues.

In terms of policy and legislation in Thailand, the existing frameworks are already very good. The problem is that there is a disjoint between these policy and legislation frameworks and the approach taken by individual officers to implementation at the field level. Often the implementation approaches taken at the field level owe more to prevailing social and cultural norms and to the ‘organizational cultures’ that exist within various organizations and agencies than they do to prevailing legislation. A clear example is the legislation regarding who may be considered the ‘head of household’ in Thailand, which does not discriminate in any way between men and women. But when it comes to field implementation, the prevailing assumption is that the head of household must be the man in the family. To counter this kind of situation, more must be done to raise awareness regarding Thailand’s already positive policy and legislation, and to ensure that field level implementation is in line with this policy and legislation.

Regarding the mechanisms for disaster management within Thailand, the numbers and proportion of women who make up committees or who hold management positions should be increased at all levels, from the national, through the regional and provincial, to the local level.

APEC

The guidelines currently being developed by APEC regarding integration of gender considerations in disaster management planning are undoubtedly of great value, and APEC should give consideration to making wider use of these guidelines by incorporating them into its overall framework and mechanisms for economic and social development.

Additionally, the guidelines on gender issues in disaster management will require considerable follow-up on APEC’s part to ensure they have a tangible impact on disaster management practice within each of the member economies. APEC should develop an overall plan of follow-up activities to provide guarantees in this area, e.g. ensuring training is providing in each of the member economies regarding the findings and recommendations of the study, and ensuring there is wide and comprehensive publication and dissemination of the information contained in the study.

Civil Society

Many civil society organizations have considerable practical experience regarding the integration of gender issues into disaster management planning and initiatives. The positive experiences and lessons that have been learned by these different civil society organizations should be summarized and disseminated for the benefit of other working to ensure gender equity in disaster management.

However, for very many civil society organizations working on disaster management, gender issues are still not given sufficient consideration. So more should be done to both raise awareness about the importance of integrating and mainstreaming gender issues, and also to increase the knowledge and build the capacity of the staff of civil society organizations to be able to work effectively on addressing gender issues.

In order to achieve both of the above objectives, civil society organizations with require adequate technical, practical and financial support.

Multilateral Aid Agencies

Aid agencies should commit adequate levels of funding to promoting the integration of gender issues into disaster management initiatives in order to ensure that integration of gender issues is treated as a strategic, long-term initiative and does not simply become a series of unrelated, short-term activities which do not have sufficient combined impact.

In doing this aid agencies must broaden their approaches can consider longer term implementation strategies which give consideration to the wider context of issues within which issues of gender and disasters rest e.g. global environmental change and global warming, changing patterns of natural resource and land usage, the economic and social development plans of member economies etc.

Strategic Interventions

In overall terms the areas in need of key strategic intervention are:

- **Awareness Raising and Capacity Building.** Work needs to be done to ensure the importance of gender issues is clearly understood, and those working on disaster management have the necessary knowledge, skills and experience to be able to fully integrate gender aspects into their work.
- **Learning Lessons and Developing Knowledge and Reference Material.** In order to support the process of transforming new knowledge and skills into changed practices and concrete implementation, it will be essential to document what has been learned so far by others in order to develop knowledge and reference materials as working tools for implementers.

- **Gender Disaggregated Data.** Accurate information that reflects the real situation in the field is a crucial basis for planning. Therefore gender disaggregated data is a must if implementation plans are to be able to appropriately address gender issues.
- **Measures to Guarantee the Participation of Women and to Address Gender Issues.** Awareness and capacity alone are not sufficient to ensure that gender issues will be addressed and resolved. Practical measures need to be put in place to guarantee that various activities and initiatives have a workable mechanism for promoting and ensuring the participation of women and appropriately responding to gender issues.

Given these overall areas of importance, it is then important to give detailed consideration to each of the main phases of disaster management i.e. building preparedness before disasters occur, responding to emergencies and providing immediate relief when disasters occur, and aiding long-term recovery and rehabilitation after disasters. The research team's findings for strategic interventions during each of these three phases of disaster management are as follows:

When a disaster has occurred and it is necessary to immediately provide relief and assistance, more emphasis must be placed on understanding and addressing the specific problems and needs of women, children and other marginalized groups. Approaches must be sought to address these problems and needs without compromising the basic human dignity of women that have been impacted by disasters, i.e. not leaving them feeling as though they are helpless beggars. Measures must be put into place to ensure that women have adequate and easy access to assistance, to ensure that women are able to participate meaningfully in decision-making processes related to both immediate relief and long-term rehabilitation, and to ensure that there is no discrimination against women and that they have equitable access to relief and assistance.

It is important to understand that access, participation and equity will not occur automatically, so enabling measures are critical. Such enabling measures include processes and management that involve participation by a range of stakeholders and are not overly dominated by government agencies, clear establishment of regulations regarding the provision of assistance and relief, and communication of these regulations to those affected by disasters in order to ensure comprehensive and inclusive understanding, and establishment of centers of operations to facilitate coordination between all those working to provide assistance in the field in order to reduce confusion and ensure common approaches to gender issues and gender equity.

With regards the process of developing community preparedness to respond to possible future disasters, the process is one of increasing knowledge and building capacity of community members to develop plans and implement activities related to warning systems, evacuation routes and measures to prevent the occurrence and mitigate the impact of disasters. In this respect there are three main issues of importance in terms of ensuring gender issues and gender balance are addressed. The first is ensuring that women have appropriate and equitable access to information and to opportunities to build their capacity in the subject of disaster management. The second is ensuring that measures are in place to allow women to take on appropriate roles and be part of the team responsible for implementing disaster preparedness activities and ensuring community safety and resilience on a day-to-day basis. The

third and final issue is ensuring that women are able to take up key positions as part of the decision-making bodies responsible for establishing the direction of initiatives and projects to develop disaster preparedness at the community level.

With regards long term rehabilitation and development perhaps the key issue is rehabilitation and development of occupations and livelihoods. Here it is essential to recognize that those affected by natural disasters, whichever sector they happen to come from, have in the past made considerable investment in their chosen occupation or livelihood, and as a result they will have a wealth of experience, skills and knowledge in their chosen area. Therefore initiatives aimed at rehabilitating and developing occupations and livelihoods that do not acknowledge and utilize these assets, but instead focus on short term income generation, are unlikely to prove successful or be of real benefit. Initiatives in this area should instead focus on people's original occupations and livelihoods, i.e. before the disaster occurred, and aim to provide rehabilitation and development along those same lines. For example, many of those affected by the tsunami in Thailand were small-scale fisher-folk whose livelihoods are closely linked to and heavily dependent upon the sustainable use of natural resources. Therefore long-term rehabilitation of their livelihoods must take into consideration the rehabilitation and management of natural resources. Another large group that was affected by the tsunami in Thailand are those employed in the labor or service sectors. In these cases the key issue is ensuring fair pay and conditions. In all cases, women's additional roles as care providers with responsibility for the wellbeing of their families, means their situation and needs require special attention, and measures must be taken to ensure the full and meaningful participation in decision making processes related to the rehabilitation and development of occupations and livelihoods.

Key to all attempts at long-term rehabilitation and development is secure habitation. Many of those affected by the tsunami in Thailand faced tremendous problems as land-owners and investors took the opportunity afforded by the disaster as a way of trying to evict communities from disputed land. This left tsunami-affected communities, already struggling with the burden of recovery and rehabilitation following a devastating natural disaster, having to face legal battles to try and secure habitation rights. Therefore protecting communities land rights and ensuring secure permanent housing and habitation is critical in facilitating the long-term rehabilitation and development of those affected by disasters. Traditionally men are usually considered to be the landowners in the family, and so women can often find it difficult to participate in processes and initiatives related to the problems of land ownership, permanent housing and secure habitation. Therefore special attention and special measures are required to ensure women are involved and their circumstances and needs are given due a proper attention.

In providing immediate relief, establishing temporary camps, planning for long-term rehabilitation, constructing permanent housing, working to rehabilitate occupations and livelihoods, and developing plans for disaster preparedness, prevention and mitigation the key is ensuring the full and meaningful participation of women, together with children and other marginalized groups, in order to ensure relief items provided meet women's needs e.g. sanitary napkins and baby milk powder, in order to ensure assistance is equitable and adequate e.g. families with young children are provided with appropriately more assistance than families who do not yet have any

children, to ensure privacy and security are well managed in temporary camps e.g. separate bathrooms for men and women and adequate and well-located lighting in public areas at night, to ensure community recovery and rehabilitation plans meet women's particular and specific needs, to ensure permanent housing is appropriate to family needs and suited to the daily lives of women, to ensure plans for occupation and livelihood development take into consideration the extra burdens faced by women and provide them with adequate opportunities to build their capacity, and to ensure women are an integral part of the process to increase the preparedness of communities to respond to future disasters, and are able to make their own unique and important contributions.

Another overarching issue in terms of strategic interventions is that any measures taken should not increase the already significant burdens faced by women in post-disaster scenarios, and should not interfere with their ability to spend appropriate time in caring and providing for all members of their families as needed. Finally, women are often the hubs of complex social networks at the local level, and initiatives aimed at relocating, rehabilitating and developing communities in the long-term need to give careful consideration to the structure and preservation of these important social mechanisms.

1 Background of the Project

The Asia Pacific The Asia Pacific Economic Cooperation (APEC) – Gender Focal Point Network (GFPN) is conducting a study on the integration of gender issues and gender perspective in disaster management in terms of preparedness, emergency response, rehabilitation and reconstruction with the objective of identifying practical disaster – management interventions that integrate gender concerns. The project is sponsored by Indonesia and co sponsored by Japan, The Philippines and Thailand and is being conducted in these economies. The Philippine Women’s University (PWU), the Development Institute for Women in Asia Pacific (DIWA) has been awarded as the project contractor of this project.

1.1 Project Objectives

1. To assess the achievement, obstacles and weaknesses of the four(4) economies to integrate gender issues in disaster management and particularly during preparedness, emergency response and in rebuilding the livelihood.
2. To determine the common as well as the economy specific practical method to integrate gender emergency preparedness and economic empowerment of women.
3. To identify how related APEC for a can effectively contribute to gender integration into disaster management.

1.2 Research Components

1. Review of government policies and laws on disaster management and their application during disaster
2. Survey and analysis of the implementation of disaster-management programs, including institutional capabilities
3. Identification of obstacles encountered from a gender perspective and reasons/ causes why gender issues are or are not considered in disaster-management
4. Evaluation of policy impacts on socio economic, psychological and institutional capabilities

1.3 Methodology

This study is a qualitative study not based on statistical data collection. The primary data were gathered from July – August 2008 through visits to affected communities and interview with actual Tsunami survivors living along the Andaman Coast in 4 out of 6 sites namely: Trang (fishing), Satun (fishing), Pang Nga (tourist) Krabi (tourist) provinces in the South of Thailand. They were tsunami-affected women , men, youths and elder persons in small-scale fishery; migrant workers; sea gypsies; women employed in the formal sector of the economy, including staff in restaurants, hotels, shops; and in the informal sector of the tourism industry, including masseuses and sex workers. The list of people interviewed and locations visited is can be found in Annex D.

Series of focus groups discussion were conducted during July and August 2008. Invited participants of different focus groups were specified from the Tsunami victim survivors of Youth, adult male and female, and older persons. There were about 15-20 participants at each discussion. The first focus group was conducted among mix group of Tsunami survivors Male, Female and Youth .The second focus group was conducted only among Female adults, women and older persons and different vulnerable groups and the third focus group was conducted only among Male adults and older persons, and male different vulnerable groups 2 validation workshops were held .The first was conducted at provincial level where 43 different stakeholders of the service providers compose of non governmental organizations, government agencies, Teacher, local organizations, Individual volunteer, and the victim survivors themselves were attended on August 19-20,2008 at Trang province. Another validation workshop was organized at National level on September24 ,2008 in Bangkok at the National level with the participation of related Government agencies, private sectors, academy, volunteer, Local administrative organization, donors as well as the survivors of disaster-hit areas. Validation includes discussion of alternative approaches to strengthen the integration of gender issues in disaster management.

The study is also draws on the reports and documents available from various Government agencies and non governmental organizations including the study of The Sustainable Development Foundation which conducted in collaboration with the Asia Pacific Forum on Women, Law and Development (APWLD) in 2006. The researcher also made a study of available sex-disaggregated data collection and analysis of policies and programs through statistical data and researchers as noted in the References section of this document.

Data collection was conducted by researchers of Sustainable Development Foundation based in Bangkok and the field staff of the Save Andaman Network.

Mrs. Ravadee Prasertcharoensuk, Sustainable Development Foundation (SDF)
 Mr. Jonathan Shott, Sustainable Development Foundation (SDF)
 Ms. Auaiporn Suthonthanyakorn, Sustainable Development Foundation (SDF)
 Ms. Aphikanya Thawisai, Sustainable Development Foundation (SDF)
 Ms. Kesinee Kwaenjaroen, Sustainable Development Foundation (SDF)
 Mr. Somyote Tohlang, Save Andaman Network (SAN)
 Ms. Supansa Mahrem, Save Andaman Network (SAN)
 Mr. Chanchai Yangdee, Save Andaman Network (SAN)
 Mr. Wachirawit Soisungnoen, Save Andaman Network (SAN)

The role of women in society and the various issues and problems they face are incredibly complex issues which are influenced by a wide range of factors including women's perception about their own capabilities, women's perception regarding social conventions and how society views women, and traditional and religious factors. In addition, both gender issues and disaster management are greatly influenced by cultural factors and a range of unique cultural practices which are particular to different nationalities, ethnic groups and geographical areas. Understanding all of these diverse factors and how they impact on attempts to address gender issues and disaster management is clearly not an

easy thing to do, and requires a substantial amount of time and effort. Since the time available for the study was constrained, it was not possible to fully investigate and analyze the potential impact of all of these diverse factors.

Expected beneficiaries are government policymaking bodies, private sector, the community and non-government organizations, media, the academe as well as financial institutions that are involved in disaster-management and economic empowerment programs. Ultimately this will redound to women disaster victims who can eventually take charge of their own rehabilitation and normalization

This study is a qualitative study not based on statistical data collection. The primary data were gathered between July-September, 2008 through interviews and focus group discussions. In total 179 people participated in these interviews and group discussions. They included tsunami-affected women from the small-scale fishery sector, migrant laborers and members of other marginalized groups, the staff of NGOs working on small-scale fisher-folk issues, disaster management, community development and women empowerment, senior representatives and experts as well as local-level officers from government agencies working on disaster preparedness, disaster management and women empowerment, representatives from local administration organizations and representatives from private sector organizations. Lists of participants in the interviews and group discussions together with details of the locations visited are attached in Annex D.

Data collection was conducted by researchers of Sustainable Development Foundation based in Bangkok and the field staff of the Save Andaman Network and the Federation of Southern Fisherfolk. The study also draws on the reports of the tsunami impact of other organizations and researchers as noted in the References section of this document.

2 Policy and Institutional Framework and Operations

2.1 National Situation on all Disaster in Thailand ¹

Thailand situated in the heart of Southeast Asia, Neighbored by Cambodia, Lao PDR, Myanmar and Malaysia, Thailand spreads out over 513,115 square kilometers of land and stretches some 1,620 kilometers from north to south and 775 kilometers from east to west, with a coastline of approximately 1,840 kilometers on the Gulf of Thailand and 861 kilometers along the Indian Ocean.

Thailand is governed by a constitutional monarchy and is administratively divided into 78 provinces which further divided into district, sub-district or Tambon and village consecutively.

Geographically, Thailand is divided into four regions; the North, the Central or the Chao Phraya River Basin, the Northeast or the Korat Plateau and the south or the Southern Peninsula. The Northern region terrain is mountainous which render this region to be prone to water-related disasters such as flashflood, landslide and debris flow. The northeastern region is an arid area on Korat Plateau and frequently suffers flashflood and inundation during rainy season, severe drought and cold spell during summer and cool season. The central region, the vast fertile land which is dubbed as the “Rice Bowl” of the country often encounters the repeated riverine flood and urban inundation during the rainy season. The southern region terrain is hilly on the west coast and the coastal plain on the east. This part of Thailand has occasionally frequented flashflood, mudslide, tropical storm and forest fire.

The climate, Thailand is a warm and rather humid tropical country with an average high temperature of 34.1°C and the low of 22.6°C. There are three overlapping seasons: the monsoon that lasts from July to October, from when it turns moderate to cool until February and warms up to sweltering heat until June.

Thailand is considered as non-disaster prone country. There are no catastrophic natural disaster such as volcanic eruption, and earthquake. Notwithstanding, Thailand has occasionally frequented large-scale natural disasters particularly water related disasters such as riverine flood, urban inundation, tropical storm and drought. For instances, in 2000, the flashflood and inundation in Hat Yai metropolis of Songkhla province, southern Thailand and a year later in 2001, the flashflood and sedimentary slide in Prae and Petchaboon provinces, North and Northeastern Thailand had resulted in detrimental consequences on people’s lives, property, natural environment and national economy. Besides, in the past two decades, Thailand has also encountered numerous man-made disasters such as industrial accidents, chemical spills and

¹ The main source of information used in this section is the ‘Thailand Country Report, January 2006’ produced by the Research and International Cooperation Bureau, Department of Disaster Prevention and Mitigation, Ministry of Interior, Royal Thai Government. See the URL: http://www.disaster.go.th/html/english/info_center/country_reports/01_Thailand_Country_report_2006_b.pdf

chemical related plant explosions, urban fire and road accidents as the undesirable consequences of rapid progress in economic and social development.

Table 1: The Level of Disaster Intensity, Vulnerability, Managing Competency and Risk Levels of Thailand

Type of Disaster	Intensity Level	Vulnerability Level	Managing Competency Level	Risk Level
Flood	High	Moderate	Moderate	High
Tropical Cyclone	High	High	Moderate	Moderate
Earthquake	Low	Low	Poor	Moderate
Land slide	Moderate	Low	Poor	Moderate
Drought	High	Moderate	Moderate	Moderate
Fire	High	Moderate	Moderate	Moderate
Explosives	High	Moderate	Poor	High
Accident	High	Moderate	Poor	High
Human Epidemics	Low	Low	Moderate	Low
Agricultural Pest and Diseases	Moderate	Low	Poor	Moderate
Social Unrest	Low	Low	Poor	Moderate
Influx of Refugee	Moderate	Low	Moderate	Moderate

Source: Civil Defense Plan 2005, Civil Defense Secretariat Office Ministry of Interior, Thailand

Table 2: Prioritization of Disaster Risk in Thailand

Type of Disaster	Level of Risk	Weight
Flood	High	2.39
Accident	High	2.37
Explosives	High	2.34
Tropical Cyclone	Moderate	2.31
Drought	Moderate	2.24
Fire	Moderate	2.20
Land Slide	Moderate	2.15
Earthquake	Moderate	1.97
Social Unrest	Moderate	1.87
Agricultural Pest and Diseases	Moderate	1.77
Human Epidemics	Low	1.63

Source: Civil Defense Plan 2005, Civil Defense Secretariat Office, Ministry of Interior, Thailand

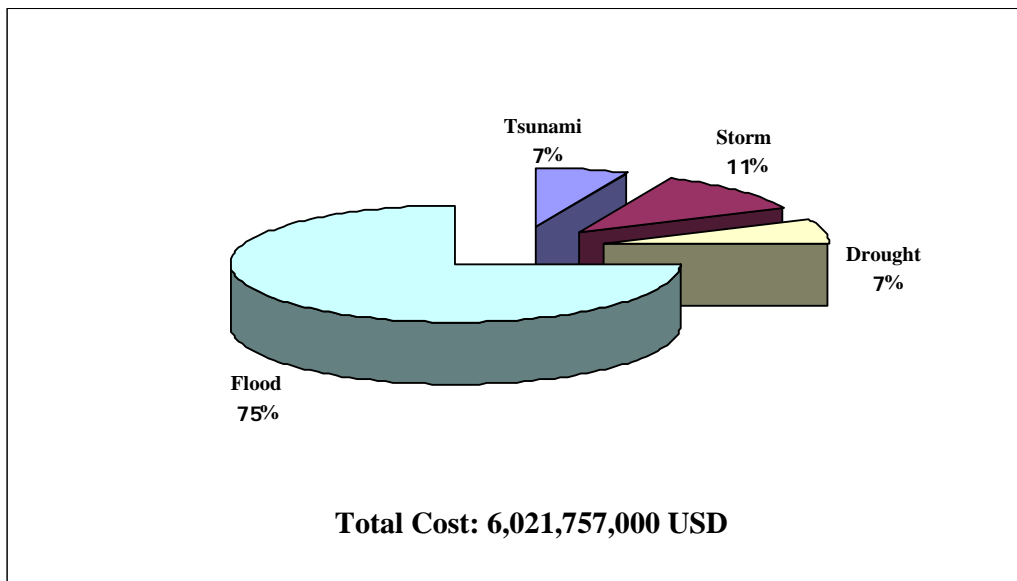
Table 3: Statistical Data of Disaster and Damage in Thailand during 2001-2004

Year	Types of Disaster	Frequency	Affected Province	Damages		Loss (Million Baht)
				Injuries (Person)	Fatality (person)	
2001	Flood	14	60	-	244	3,666.28
	Storm	1,061	-	-	6	501.01
	Drought	-	51	-	-	71,962.97
	Earthquake	4	-	-	-	-
	Fire	1,498	-	-	-	1,529.28
	Road Accident	17,616	-	53,960	11,652	1,240.80
	Chemical Hazards	20	-	160	32	na
	2002	Flood	-	72	-	216
Storm		594	-	11	18	213.37
Drought		-	68	-	-	330.37
Earthquake		12	-	-	-	-
Fire		1,135	-	150	24	805.81
Road Accident		88,390	-	62,054	13,398	1,560.50
Chemical Hazards		24	-	-	-	40.50
2003		Flood	17	66	10	53
	Storm	3,213	76	434	74	457.43
	Drought	-	63	-	-	174.33
	Earthquake	1	-	-	-	-
	Fire	2,267	-	167	56	565.54
	Road Accident	na	-	952,238	13,290	na
	Chemical Hazards	15	10	56	5	na
	2004	Flood	6	48	8	27
Storm		3,843	76	63	73	398.41
Drought		71	-	-	-	7,565.86
Earthquake		6	-	-	-	-
Fire		1,712	76	69	31	487.02
Road Accident		124,530	76	94,164	13,406	1,623.08
Chemical Hazards		29	-	140	27	200

Source: Original base data from Civil Defense Secretariat Office, Royal Thai Police, Department of Pollution Control. Additions and amendments by the research team

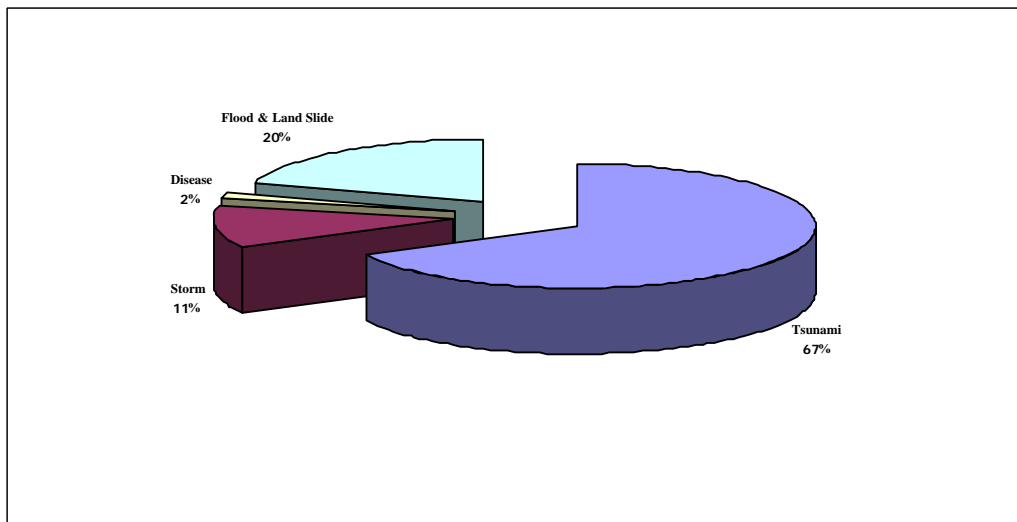
Note: 1 United States Dollar = 40 Thai Baht

Graph 1: Types of disasters that have occurred in Thailand between 1945-2006



Source: EM-DAT: The PFDA/CRED International Disaster Database: <http://www.em-dat.net>

Graph 2: Deaths from different types of natural disaster in Thailand



Source: EM-DAT: The PFDA/CRED International Disaster Database: <http://www.em-dat.net>

2.2 State Framework for Disaster Management in Thailand

There are two main government bodies with responsibility for disaster management in Thailand – the National Disaster Prevention and Mitigation Committee (NDPMC) and the Department of Disaster Prevention and Mitigation (DDPM). The NDPMC is chaired by the Prime Minister and oversees the formulation and execution of the national disaster prevention and mitigation plan and liaises with the Cabinet, Ministry of Finance, government agencies, local administration organizations and private sector organizations as necessary. The DDPM, under the Ministry of Interior (MOI), has authority in development of prevention plans, establishment of early warning systems, rehabilitation when disasters and accidents occur, rehabilitation after disasters and accidents, and monitoring and evaluation to ensure safety for life and property with the goal to build safe society for Thailand.

Both of the aforementioned government bodies were established during the bureaucratic reform caused by the issuance of the Management Regulations for State Bureaucracy Act of 1998 and the Reform of Ministries, Bureaus and Departments Act of 1998.

Before the bureaucratic reform took place, responsibility for disaster management in Thailand rested with several different government agencies and offices, namely the National Civil Defense Committee (NCDC) of the Department of Local Administration (DoLA) under the MoI and the National Safety Council of Thailand (NSCT) under the Prime Minister's Office (PMO). Instead, the bureaucratic reform brought responsibility for disaster management together under a single department, namely DDPM, which was established in October, 2002.

Furthermore, in November, 2007 the Disaster Prevention and Mitigation Act of 2007 was enacted, repealing and replacing the Civil Defense Act of 1979 and the Fire Defense Act of 1999, and thereby consolidating legislation related to disaster management in a single act with DDPM responsible for management and operation.

2.2.1 Concept and Direction in Disaster Management of Thailand

1. Give priority to prevention and disaster management with emphasis on proactive disaster prevention to mitigate damage and impacts of disaster.
2. Give emphasis on participation and significance of cooperation of private sector, public organizations, community organizations and the people in managing disaster. Earlier, this kind of work was done separately by state agencies with no systematic common operation. At present, there is awareness on potential, capacity and social assets of each organization in society. Therefore, promotion of participation in carrying out the mission assigned to the DDPM is to develop a system, integration and common operation.
3. The DDPM focuses on unity in management by designing a systematic management pattern using Incident Command System (ICS) by appointing a leading commander and promoting concerted action of various organizations in a common operation in case of disaster.

4. Give the importance to and priority in building community-based disaster management. The operation to mitigate impacts of disaster is a common mission of all through self-management in prevention and mitigate impacts of disaster, as well as promoting capacity building for local communities to initiate mechanism for prevention and mitigation of disaster so that these communities would be able to organize their internal management apart from assistance and support from various external mechanisms.
5. Develop effective early warning system. This building of early warning system should be done at national level and link it with local communities so that early warning system would be in place in communities prone to disaster. Building of this early warning system should be done side by side with development of community volunteers in preparing information for warning in their own communities and a system of communication for warning on radio, TV and Internet. In development of early warning system, Thailand gives the importance to developing of satellite information communication and telemeter processing information to make decision for early warning back to local communities through different communication systems, such as community warning tower, siren system, voice line system, community radio, etc.
6. Develop effective communication system. Thailand has enforced its communication system to cover the whole country in an effort to facilitate direction, commanding, coordinating, reporting and public relation warning disaster in time through various communication systems, such as mobile phone, communication radio, Internet and voice line system, etc., as well as developing satellite communication system.
7. Develop knowledge and human resources. Human resource development is done through ongoing development of state officials as well as developing human resources of popular sector, volunteers, public organizations and personnel of state agencies.
8. Develop volunteerism and volunteer system. This is done at community level, such as disaster prevention and mitigation volunteers, early warning volunteers, etc. DDPM realized the importance of building capacity of these volunteers so that they would have necessary knowledge and skill to be essential human resources in the prevention and mitigation of disaster and in working together with state agencies in disaster management.
9. Develop network partnership and integration of operation. Apart from promoting participation of all sectors in the joint effort on prevention and mitigation of disaster, DDPM also realizes the e to work with institutions and organisations, local as well as foreign, for effective disaster prevention and mitigation to minimize damages and build safe Thailand.
10. Develop knowledge and learning from lessons. To develop the organisation with operation based on good governance or good practice, DDPM gives the importance to lesson drawing and apply these lessons to improve its system and operational direction to fulfill its mission on prevention and mitigation of damages on lives and properties of the people as well as preventing and mitigating damages on state properties.

2.2.2 Mechanism on Disaster Management of Thailand²

The disaster prevention and mitigation act as promulgated in the Royal Gazette vol. 124, section 52a. dated 7th September, 2007, which has started to take effect on November 6, 2007, defines scope, mechanism and roles and functions of the Department of Disaster Prevention and Mitigation regarding disaster prevention and mitigation as follows.

A. At National Level

National Disaster Prevention and Mitigation Committee (NDPMC)

The National Disaster Prevention and Mitigation Committee (NDPMC) as a national mechanism on disaster management comprises the Prime Minister or an assigned deputy prime minister as a chairperson, the minister of Ministry of Interior as the first vice chairperson, the permanent secretary of Ministry of Interior, the permanent secretary of Ministry of Defense, the permanent secretary of Ministry of Social Development and Human Security, the permanent secretary of Ministry of Agriculture and Cooperatives, the permanent secretary of Ministry of Transport, the permanent secretary of the Ministry of Natural Resources and Environment, the permanent secretary of Ministry of Information and Communication Technology, the permanent secretary of Ministry of Public Health, director of the Bureau of the Budget, Commissioner-General of Royal Thai Police, Supreme Commander, Commander of the Royal Thai Army, Commander of the Royal Thai Navy, Commander of the Royal Thai Air Force, the secretary general of the National Security Council and no more than 5 experts with the director of DDPM as its secretary.

This committee is assigned to: propose policy for formulation of national disaster prevention and mitigation plan; consider and endorse the national disaster prevention and mitigation plan as per article 11 (1) before submitting it for approval to the Cabinet; integrate development on disaster prevention and mitigation system among state agencies, local administration organizations and other concerned private organizations for effective operation; give advice, recommendation and support to disaster prevention and mitigation activities; formulate regulations on remuneration, compensation and expenditures in disaster prevention and mitigation operations in accordance with rules and regulations of Ministry of Finance.

Central State Agency in the Disaster Prevention and Mitigation

DDPM as the secretariat of the NDPMC is assigned by article 11 to: formulate national disaster prevention and mitigation plan to be submitted to NDPMC to seek approval from the Cabinet; organize and conduct researches on measures for effective prevention and mitigation of disaster impacts; operate, cooperate, support and give assistance to other state agencies, local administration organizations and private organizations in the prevention and mitigation of disaster impacts and provision of

² Based on information taken from the website of the Department of Disaster Prevention and Mitigation, Ministry of Interior, Royal Thai Government, Thailand. See the URL: <http://www.disaster.go.th/>

initial assistance to people affected by disaster; give advice, recommendation and training on disaster prevention and mitigation to state agencies, local administration organizations and private organizations; monitor, assess and evaluate activities implemented under the plan on disaster prevention and mitigation at each level.

B. At Regional and Local Level

DDPM has set up disaster prevention and mitigation centers in certain provinces to support operation in that particular or neighbouring provinces with provincial office of disaster prevention and mitigation to oversee and support disaster prevention and mitigation operation in the province or as assigned by provincial director (article 11) with the original disaster prevention and mitigation regional centers as the disaster prevention and mitigation centers according to this act (article 57).

2.2.3 Disaster Prevention and Mitigation Plan

Disaster prevention and mitigation plan is formulated at 3 levels.

A. National Disaster Prevention And Mitigation

Formulated by DDPM and concerned state agencies, representatives of each category of local administration organizations and organizations of private sector. This plan covers the following main components.

1. Plan measures and budget for systematic and ongoing disaster prevention and mitigation, and guidelines and methods in giving assistance and mitigation of disaster impacts on state agencies and local administration organizations in the region.
2. Define guidelines for early warning with human resources, tools and materials and operational procedures on disaster prevention and mitigation as well as drilling of personnel and the people.
3. Define guidelines for repair, restoration and rehabilitation with endorsement of NDPMC and approval of the Cabinet as directives for concerned state agencies and local administration organizations (article 11 and 12).

B. Provincial Disaster Prevention and Mitigation

Prepared by a committee chaired by provincial governor and who declare this plan to take effect. This plan should correspond to the national disaster prevention and mitigation plan with other components as provided in article 16 and 17) as follows.

1. Set up special command center whenever disaster strikes with details on structure and authorized person in the disaster prevention and mitigation.
2. Prepare plan and procedures of local administration organizations in procuring materials, tools, instruments and vehicles for disaster prevention and mitigation.
3. Prepare plan and procedures of local administration organizations in arranging early warning system to be in place and other tools to alert the people whenever disaster strikes.

4. Formulate disaster prevention and mitigation plan of local administration organizations.
5. Formulate plan on coordination with charitable organizations.

C. Bangkok Disaster Prevention and Mitigation Plan

Prepared by a committee chaired by Bangkok Governor who sign and announce the plan, which has to correspond to the national disaster prevention and mitigation plan with the following main components (article 33 and 34).

1. Set up a special command center whenever disaster strikes with structure and authorized persons in disaster prevention and mitigation.
2. Formulate plan and procedures in procuring materials, tools, equipment and vehicles for disaster prevention and mitigation.
3. Formulate plan and procedures for early warning system to inform and alert the people on disaster and possible impacts.
4. Formulate operational plan on disaster prevention and mitigation for Bangkok.
5. Formulate plan on coordination with charitable organizations in Bangkok.

All agencies or personnel in charge as provided by this act are required to completely prepare the plan within 2 years from the date that this act takes effect. When the plan is not complete, the plan taking effect before the promulgation of this act (article 56) is applied ad interim.

2.2.4 Unity of Cooperation and Network

Command, control and supervision when disaster strikes.

The Prime Minister or deputy prime ministry designated by the Cabinet, minister of Ministry of Interior are national commanders in disaster prevention and mitigation with power in controlling and supervising disaster prevention and mitigation all across the royal kingdom in accordance with the national plan on disaster prevention and mitigation, and power in commanding and instructing directors, deputy directors, assistant directors, officials and volunteers all across the kingdom (article 13).

Permanent secretary of Ministry of Interior is a deputy national commander of disaster prevention and mitigation with a task of assisting commander in disaster prevention and mitigation and take action assigned by commander, with a power of command and instruction after the commander (article 13).

2.2.5 Coordination and Cooperation

Heads of state agencies at each level have the following roles and functions.

1. Director-general of DDPM is the central director with a task of disaster prevention and mitigation throughout the kingdom (article 14).
2. Provincial governor is the provincial director in charge of disaster prevention and mitigation in the province (article 15).

3. Chief of provincial administration organization is a deputy provincial director with a task of assisting provincial direction in disaster prevention and mitigation (article 18).
4. District chief (including district permanent secretary who is head of minor district) is a district director in charge of disaster prevention and mitigation in the district (article 4 and 19).
5. Leaders of local administration organizations of some areas (chief of Tambon local administration organization, municipality mayor, governor of Pattaya City and leaders of local administration organizations of other legal areas) are local directors with a task in disaster prevention and mitigation in their juridical areas and assisting provincial and district directors according to their assignments (article 4 and 20).
6. Bangkok governor is a director of Bangkok in charge of disaster prevention and mitigation in Bangkok (article 32).
7. Permanent secretary of Bangkok is deputy director of Bangkok with a task of assisting Bangkok direction in disaster prevention and mitigation and can nominate deputy permanent secretary to be assistants (article 35).
8. Chief of each district in Bangkok is assistant of Bangkok director in charge of disaster prevention and mitigation in the district and has a task of assisting Bangkok director as per assignment (article 36 and 37).
9. Directors have a power to appoint officials to implement activities for disaster prevention and mitigation in their area of responsibility based on criteria on appointment and performance of officials as per regulations of Ministry of Interior (article 39).
10. Directors have a power to arrange for volunteers in their respective areas to assist officials in the disaster prevention and mitigation as per regulations of Ministry of Interior (article 41).
11. Charitable organizations or individuals who come to help in operation of officials when disaster strikes could give assistance or mitigate impacts of disaster as assigned or appointed by director of officials (article 42).

2.2.6 Disaster Prevention and Mitigation

When disaster strikes or there is warning that disaster would strike in any administration area, it is the local director of that particular local administration organization to take charge with district and provincial directors also sharing similar task of local directors in their district or province as the case may be (article 21 and 22).

1. In case of disaster struck or would be striking in areas of several local directors, any local director might exercise power or take charge of the task as per article 21 ad interim and immediately inform other local directors. In case of a need for assistance from state officials or agencies outside their administration area, local directors must inform director or provincial directors for further action, as the case may be (article 22).
2. Directors of adjacent areas have the duty to give support in disaster prevention and mitigation to the director in charge of prevention and mitigation of the occurring disaster (article 23).

3. When disaster strikes, officials facing that event have the duty to take initial measures for mitigation and report to local director for further action. In case of necessity, authorized officials have the power to take any action to protect lives and prevent dangers and damages on individuals (article 24).
4. In case of a need to enter a building or place close to disaster struck area for prevention and mitigation of impacts, officials can do this only when approval is granted by owner or possessor of that particular building or place, except when the owner or possessor is not present at that time, or when director is present. In case property is a factor to cause disaster, officials have the power to order owner or possessor to remove that property out of such building or place. If the owner or possessor refuses to do so, the officials have the power to remove such property as seen necessary for prevention and mitigation of disaster without taking responsibility for any damage to that particular action (article 26).
5. Local director has a task of assessing damages caused by disaster and prepare a list of affected people and damaged properties as evidence as well as issuing document certifying the affected people as evidence to get assistance and rehabilitation (article 30).
6. Regarding relationship between local agencies and military unit in disaster management (article 46), the law provides that military unit take part in the process of planning and operation when disaster strikes. If military unit is need to take part in the operation, a term of reference should be entered between provincial governor as the provincial director or Bangkok governor as Bangkok governor and military commander of the concerned military unit, except this is an instruction of the Prime Minister or deputy prime minister designated by the Cabinet.

2.2.7 Disaster Prevention and Mitigation in Bangkok

In case of a need for assistance from any state officials or agency in disaster prevention and mitigation in Bangkok, the Bangkok director must inform that particular state official or agency. When that particular state official or agency, as the case may be, is informed, it is the duty of that particular state official or agency to give assistance in disaster prevention and mitigation in Bangkok immediately (article 38)

2.3 Department of Disaster Prevention and Mitigation, Ministry of Interior³

DDPM acts as secretariat to the National Disaster Prevention and Mitigation Committee (NDPMC). NDPMC comprises the Prime Minister or assigned Deputy Prime Minister as Chairperson, the permanent secretaries of several important ministries, the Director of the Budget Bureau, commanders of the Police, Army, Navy, Air Force and National Security Council, and the Director of DDPM as

³ Based on information taken from the website of the Department of Disaster Prevention and Mitigation, Ministry of Interior, Royal Thai Government, Thailand. See the URL: <http://www.disaster.go.th/>

Secretary. NDPMC oversees the formulation and execution of the national disaster prevention and mitigation plan and liaises with the Cabinet, the Ministry of Finance, and government agencies, local administration organizations and private sector organizations as necessary. The role of DDPM itself is outlined below.

2.3.1 Authority and Duty of DDPM:

1. Formulate policy, guideline and set up criteria for disaster management.
2. Study, analyze, research and develop disaster prevention, warning systems and disaster mitigation
3. Develop information technology system for disaster prevention, warning and mitigation
4. Mobilize people's participation in establishing disaster prevention and mitigation
5. Create people's awareness and preparedness in disaster prevention and mitigation
6. Arrange the training and exercise in disaster prevention and mitigation, rehabilitation devastated area and in assisting the victims as stated by law.
7. Promote, support and carry out disaster prevention and mitigation activities, provide assistance to the victims and rehabilitate devastated areas.
8. Direct and coordinate the operation of assisting the victim and rehabilitate devastated
9. Coordinate the assistance with the organizations both internal and international in disaster prevention relief mitigation and rehabilitation
10. Perform any other functions as assigned by the Ministry of Interior or the cabinet

2.3.2 Vision

Department of Disaster Prevention and Mitigation, Ministry of Interior, is the principal government agency to carry out the task and responsibility on disaster prevention and mitigation so as to remain in Thailand as the inhabitable and safe country.

2.3.3 Strategy, Target and Mission

The strategy of DDPM in addressing disaster management is to develop a system for the prevention and mitigation of disasters and other civil emergencies which has community participation as a foundation. In doing so the aim is to develop awareness and understanding regarding disaster management, to encourage self-reliance in responding to disasters, and to promote a spirit of mutual assistance where communities come to one another's aid in times of crisis. Other key components of DDPM's strategy are to create a disaster management network by linking together national, provincial and local level initiatives, and to encourage the development and use of state-of-the-art and appropriate technology and information technology.

The overall target of DDPM is to systematically, rapidly, thoroughly and equitably bring benefit to the people of Thailand through initiatives for prevention, mitigation, response, relief and rehabilitation in relation to disasters, civil emergencies and other calamities. In achieving this overall target DDPM's mission is to establish disaster prevention and warning systems, to increase disaster preparedness in every community in Thailand, and to direct and implement mitigation activities whenever disasters or civil emergencies occur. In carrying out its mission, DDPM procures the

materials, equipment, vehicles and machines essential for carrying out prevention, mitigation and relief activities, restores damaged public utilities, provides physical and mental rehabilitation for affected individuals, and helps restore essential occupations and livelihoods in accordance to the needs of disaster and civil emergency victims. DDPM works to integrate systems, plans and initiatives for disaster prevention, mitigation and relief, and conducts monitoring and evaluation activities in conjunction with other organizations and agencies both within Thailand and internationally.

The people will be systematically, rapidly, thoroughly and equitably benefited from the Department's of disaster prevention, Rehabilitation and other calamity activities.

2.3.4 Disaster Management Training

Prior to October 2, 2002, disaster management training had been conducted by various government agencies at national level such as Civil Defense Secretariat Office, the Office of National Safety Council of Thailand, the Fire Brigade of the National Police Bureau, and Port Authority of Thailand. After the establishment of Department of Disaster Prevention and Mitigation, all of the disaster related training courses are under its responsibility.

The Civil Defense Plan or Disaster Management Master Plan stated in chapter 4 "Civil Defense Preparedness" that Civil Defense Secretariat Office (Department of Disaster Prevention and Mitigation) is obliged to provide the budget, support and to conduct disaster related training courses for the government officials and the public so as to generate public awareness and preparedness and to enhance the officials' capability. Besides, the Secretariat Office is responsible for developing the curricula, evaluation of training achievement and launching public campaign.

The procedure of public and officials educating and training can be delineated as follows;

1. For general public : It is essential to equip them with general or basic information on all types of disasters nature so as to enable them to protect and help themselves in the face of emergency. This can be achieved by
 - a. information dissemination via mass media
 - b. providing the training course
 - c. drilling and simulated demonstration
 - d. mobilizing public sector to participate
2. For Civil Defense Volunteer : The training courses for Civil Defense Volunteers will be more intensive so as to equip them with know-how on various disaster management activities including search and rescue. Upon their training completion, these volunteers will be officially organized and based at their local communities and will be summoned to assist the officials in managing the emergencies
3. For Government Officials: The government officials of national, regional and local authorities that are in charge of disaster management will be trained to become the specialists in managing the type of disaster they are responsible.

2.3.5 Disaster Prevention and Mitigation Academy

In October, 2004, pursuant to approval by the Ministry of Interior, the Department of Disaster Prevention and Mitigation established the Disaster Prevention and Mitigation Academy (DPMA) in order to help both the public and government officials better prepare themselves to respond to disasters. The DPMA has 6 campuses in Prachinburi, Songkhla, Chiang Mai, Khon Kaen, Phuket and Phitsanulok provinces.

The mission of the DPMA is to develop curricula to international standards on disaster prevention, mitigation, response and relief, to develop and disseminate operational manuals and learning materials on disaster management, to conduct and provide technical support for training courses, to seek technical assistance and cooperation from overseas, and to propose policies and targets for human resource development in the field of disaster management.

The DPMA currently has curricula covering 5 different areas – Fire Fighting, Building Collapse, Hazardous Materials Emergency Management, Civil Defense and Disaster Management.

Further information regarding the DPMA can be found in Annex F.

2.4 National Disaster Warning Center

On 30th May, 2005, following the Indian Ocean Tsunami in December of the previous year, Prime Minister Thaksin Shinawatra established the National Disaster Warning Center (NDWC) under an order from the Prime Minister's Office in order to demonstrate the government's commitment to protecting the lives and property of both Thai nationals and foreign visitors.

At the time of its establishment, the main role of NDWC was to detect earthquakes and analyze seismic data to determine the possibility of tsunamis being generated, and then to issue appropriate notification messages to the public, relevant authorities and rescuers in order to facilitate the evacuation of the public to suitable safe areas. The overall aim was to prevent or reduce loss of life and damage to property as much as possible.

Recently the NDWC moved and became part of the Thai Meteorological Department under the Ministry of Information and Communication Technology. It is in the process of upgrading its early warning systems and extending its telecommunications networks in order to increase its ability, capacity and efficiency in detecting and disseminating warnings and information about a wide range of both natural and man-made disasters, not just earthquakes and tsunamis.

Further details of the early warning system employed by the NDWC are provided in Annex E.

2.5 Gender and Disaster Management Policy in Thailand

In Thailand the issue of gender equality and women's participation has been central interest of both government as well as among of civil societies. Realizing the important of the gender equality contributing to Social and economic development of the country, since 1973 until present of the 10th National Socio-economic plan to eliminate both de jure and de facto discrimination against women. The context of plan has been continuously revised and improved to ensure equal rights for men and women in all area including in disaster Management will have been addressed properly. The government's efforts to achieve the aforementioned goals are supported by Articles 30 and 80 into the present 2008 new Thai Constitution .

Apart from provisions at the national level, Thailand also expresses its commitment and determination to eliminate gender discrimination and to promote women's capacity at the international level. Examples of this are the country's ratification and accession of many United Nations' instruments safeguarding women's rights. Its compliance with the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Beijing Declaration and Platform for Action and the Millennium Declaration, for instance, represents Thailand's regional and international cooperation to promote the status of women and to eradicate gender discrimination.

Committed to achieve gender equality and mainstream gender in Thai society, on July 31, 2001 the cabinet endorsed gender policy .The cabinet had made an order to all line Ministries and Departments to establish mechanisms within organizational to mainstream gender in all areas in the public work. All lines Ministries and departments including the Department of Disaster Prevention and Mitigation, Ministry of Interior were made to appoint 2 significant positions within the organizational structure. These position are the Chief Gender Equality Officer (CGEO) and Gender Focal Point (GFP). Their mandate are to promote and integrate gender within an organizations as well as in the policies and programmes of work. Moreover, it is also their duty to strengthen and promote participation of women in decision-making both at all levels in the organization and in the programmes of work.

These mechanisms, furthermore, are obliged to report on the progress of gender integration to the OWAFD and the Office of Civil Service Commission (OCSC).

On 30 December 2003, The Cabinet resolution dated recognized the Office of Women's Affairs and Family Development (OWAFD) as the focal point of Gender Focal Point Network (GFPN) and Women Leaders Network (WLN) of the Thai economy. The OWAFD, as the national machinery is assigned to promote gender equality. This office has been mandated to closely work with different Ministry line to integrate gender perspectives in the organizational policies, programmes and projects and increasing participation of women in decision-making .

Recognizing the cabinet resolution, The Department of Disaster Prevention and Mitigation has created institutional mechanisms to ensure promoting Gender equality within the organization as mandated. Chief Gender Equality Officer (CGEO) and Gender Focal Point (GFP) were appointed. These mechanisms, furthermore, are obliged to report on the progress of gender integration to national gender coordination body, the OWAFD and the Office of Civil Service Commission (OCSC).

CGEO and GFP units have closely worked with the national machinery the OWAFD to ensure gender integration within the organization. Significant change resulted from the work over the past 8 years (From the year of 2000 until 2008) in the Department of Disaster prevention and Mitigation on gender equality promotion is the Gender Master Plan. In the year of 2007, This Department has achieved in developed Gender Master plan of the organization for the year between 2007-2013. The plan aims to achieve gender equality through promoting gender equality within the organization, raise awareness and build up capacity of the organization human resources to aware and understand on gender concept and issues, promotion to changed . The plan give important also to promote gender in community based Disaster management, and in development of Gender Knowledge. The plan give important to disseminate gender issues and information for learning within the organization and to public.

3 Impact of the Tsunami in Thailand

3.1 Geographical and Demographical Background of the Andaman Coast

The Andaman Coast has a total length of 954 kilometres covering 6 provinces of Ranong, Krabi, Phang Nga, Phuket, Trang and Satun. There are a total of 621 fishing villages along the Andaman Coast, with Trang and Phan Nga provinces having the highest number. The lowest is found in Ranong, with 59 villages⁴. There were 16,531 families with an estimated population of 83,000 living along the Andaman. Some of them own small boats and practice traditional fishing, while others are engaged in commercial fisheries. There are also some large-scale fisheries owned mostly by investors living outside the villages (or even provinces). There are also related industries like seafood processing, trading and tourism in the area.

The Andaman Coast has small beach areas with reefs and many small islands. Some areas are long flat mud beaches with low elevation. The ecosystem of the entire coastal area is well known for its abundance of natural resources with diverse species of mangrove forest, sea grass and coral reefs making the Andaman Sea a unique breeding area and habitat of aquatic life (The Federation of Southern Fisherfolk, 1998). The coast is also tremendously well-known for its magnificent views of clear blue seas and white sand with pockets of islands that attract coral and sea divers.

***Image 1:** Many small-scale fisher-folk communities inhabit the area along Thailand's Andaman Sea coastline*



***Source:** Stock images, Sustainable Development Foundation*

⁴ <http://www.fao.org/docrep/004/ab3843/ab384e05.htm>

The population of the Andaman Coast in the early days was of mixed race and origin, with Thai citizens being predominant. The sources of their livelihoods were mainly subsistence farming and fishing. Particularly in the rural and coastal communities of Phang Nga and Phuket, their livelihoods were mostly land based such as forestry products, commercial agriculture - fruit orchards, copra, rubber etc - and tin mining. Fishing and aquaculture, although present, were somewhat marginal activities 30 years ago. Nonetheless, most community settlements tended to be right next to the seashore to allow easy access to the sea and for boat keeping. In the early days, the government did not have a land ownership registration system; so people simply established settlements and managed their land through traditional community management system.

Image 2: *Small-scale fisher-folk communities tend to moor their boats in the open sea close to the shore, adjacent to the area where their community is located*



Source: *Stock images, Sustainable Development Foundation*

The Andaman Coast are well known as beautiful beaches and scenery particular at Phang Nga, Phuket and Krabi provinces, where gain economic momentum through mass tourism development backed by the Thai government. The tourism industry also provided new markets for the local production and subsequent revenues were invested in services and small business, mostly tourism-orientated, for instance, souvenir shops, restaurants, guided tours etc. In 2004, 3.1 million Thai people and 6.3 million foreign tourists came to these three provinces⁵. And in total, it was estimated that tourism revenue generated from the Andaman Coast alone accounted for 21 percent of the global tourism market (UNESCAP).

The fast and ever-growing rate of tourism development has lead to a constant increase in demand for workers. Thus, during the course of the last 5 years, the Andaman Coast, particularly Phang Nga, Phuket and Krabi provinces, has received a high influx of

⁵ Office of the National Economic and Social Development Board, Economic and Social Newsletter, 2001 Volume 5 September - October, 2005.

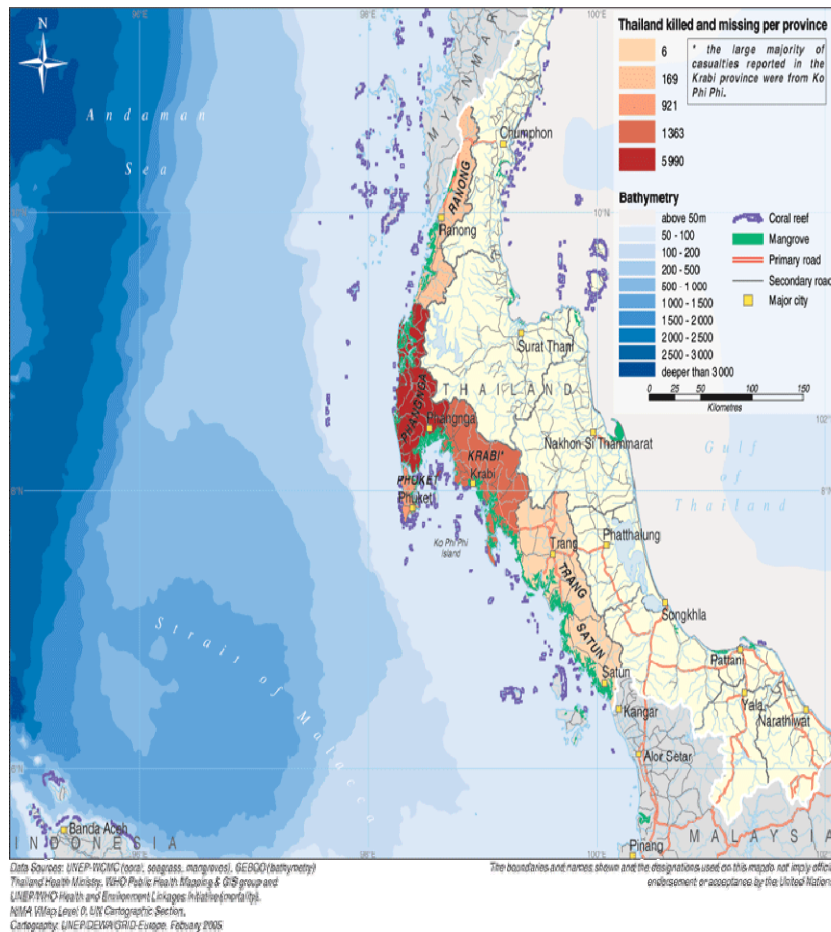
migrants, both male and female, from all over the country. As the Food and Agriculture Organization of the United Nations (FAO) has put it, this migration of people from all over Thailand had contributed to the ‘artificial’ increase in the population numbers having their livelihoods almost entirely dependent on local natural resources.

With a constant development and influx of population from both within Thailand and overseas, what was described as once laid back communities was slowly turning to a very crowded human settlement that was located at immediate proximity to the shoreline. Slowly, traditional small-scale fishing villages started to have tourism and commercial fishery operations penetrating the village, leading to a more diverse mix of people from different backgrounds. Many local communities have turned to tourism because of higher income, especially from small-scale fishery which was only a seasonal occupation. Moreover, this fast development had become increasingly dependent on the rapidly degrading and fragile environment.

3.2 Tsunami Situation in Thailand

On December 26, 2004, a massive earthquake of magnitude 9.0 on the Richter scale struck off the west coast of Northern Sumatra, Indonesia. This was followed by a series of aftershocks that triggered tidal waves called tsunami that traveled at over 600 kph causing extensive coastal damage to Indonesia, Malaysia, Myanmar (Burma) and Thailand. Later the tsunami reached Bangladesh, India, Maldives and Sri Lanka. The tsunami had claimed over 200,000 lives with more than 7,800 missing and 2.4 million people affected in 12 countries⁶.

Image 3: Areas in Thailand Affected by the Tsunami



Source : United Nations Environment Programme DEWA/GRID-Europe
http://www.grid.unep.ch/product/map/images/thailand_victim.gif

⁶ UNESCAP, 2005.

While Thailand was not the hardest-hit country affected by the tsunami in terms of casualties or damage, it has faced the natural worst loss of lives and properties in its entire history of disasters. According to its Department of Disaster Prevention and Mitigation, the tsunami-affected areas cover 412 villages in 95 Tambon of 25 Ampur⁷ in 6 provinces of Thailand⁸. 43 villages out of 412 were the hardest hit. 58,550 people from 12,017 families were affected. The total death toll in Thailand was 5,395 persons: 2,059 Thai nationals, 2,436 foreigners and 900 unidentified. 8,457 persons were injured, and 2,817 persons are still missing (see Table 4). In spite of the tremendous loss of lives in Thailand, there is no official gender disaggregated statistics to confirm the total number of casualties or even a rough estimate of female casualties and deaths caused by the tsunami. One available source is the list of registered missing persons from the tsunami in Thailand maintained by the Red Cross. This list only covers people who were registered with the Red Cross as missing. In this sample, as shown in Table 5, more women died than men.

Image 4: Scenes of devastation – the impact of the tsunami in Thailand



Source: Stock images, Save Andaman Network and Sustainable Development Foundation

⁷ Tambon is a sub-district and Ampur is a district.

⁸ The Community Organization Development Institute has identified a slightly higher figure of 418 villages.

The tsunami has not only killed many people and destroyed much property; it has also left many survivors vulnerable, especially the children. According to the Ministry of Education, the tsunami has orphaned over 1,700 children: young children, school children and college students, whose parents are originally from the tsunami-affected area and also those who had migrated from different parts of Thailand in search of work in the Andaman. The number of children who lost a mother is not much different from the number of children who lost a father (536 children lost a father and 613 children lost a mother), and there are 132 children who lost both parents. These data only cover children registered with the official Thai education system and do not include children of migrants and ethnic groups. Of the orphaned 1,700 children, 506 children were from families that had migrated from 55 different provinces from all over the country, mainly from the Northeast of Thailand. The Ministry of Education's data indicate that there were as many as 1,010 children from families that migrated from other parts of Thailand. The Andaman Coast once had a vast influx of migrants who came to the area to seek employment in tourism or fishery sectors during the booming era of the Coast. The tsunami affected not only people living in the Andaman but also had an indirect impact on the lives of people living in different regions of Thailand.

Table 4: *Number of Dead, Injured and Missing Caused by the Tsunami*

Province	Dead				Injured			Missing		
	Thai	Foreigner	Unident-ified	Total	Thai	Foreigner	Total	Thai	Foreigner	Total
Phuket	151	111	17	279	591	520	1,111	245	363	608
Phang Nga	1,389	2,114	722	4,225	4,344	1,253	5,597	1,352	303	1,655
Krabi	357	203	161	721	808	568	1,376	314	230	544
Ranong	153	6	-	159	215	31	246	9	-	9
Trang	3	2	-	5	92	20	112	1	-	1
Satun	6	-	-	6	15	-	15	-	-	-
Total	2,059	2,436	900	5,395	6,065	2,392	8,457	1,921	896	2,817

Source: Department of Disaster Prevention and Mitigation (25 July, 2005)

Table 5: *Number of Dead by Sex*

Province	No. of Male Reported Dead	No. of Female Reported Dead
Phuket	153	219
Ranong	18	31
Phang Nga	200	187
Krabi	32	46
Satun	4	4
Trang	N/A	N/A

Source: Thai Red Cross at <http://missingpersons.or.th/PieChart.html>, February 2006 based only on data for confirmed deaths of Thai nationals

Table 6: Children Orphaned by the Tsunami

Provinces	No. of orphans	Number of Children / Students / Undergraduate Students Who Lost Father / Mother / Foster Parents								
		No. of children who lost father		No. of children who lost mother		No. of children who lost foster parents		No. of children who lost both parents		No. of children who lost both parents and foster parents
		Dead	Miss-ing	Dead	Miss-ing	Dead	Miss-ing	Dead	Miss-ing	Dead/Missing
Phuket	174	73	1	60	9	12	5	10	1	3
Pang Nga	710	183	13	308	31	68	27	51	1	28
Krabi	129	70	5	31	9	1	6	3	1	3
Ranong	97	33	11	24	3	4	4	12	1	5
Trang	40	18	2	16	0	4	0	0	0	0
Satun	17	9	0	1	0	4	0	3	0	0
Other 55 provinces	506	150	14	173	36	70	3	53	5	12
Total	1,771	536	46	613	88	251	45	132	9	51

Source: based on data from the Ministry of Education (11 September, 2005; www.mis12.moe.go.th/tsunami)

In terms of losses in the occupational sector, fishery was the worst hit. The damage was estimated at 47.2 million THB (Department of Disaster Mitigation and Prevention). While this figure is high, it does not include a loss of potential income. The final assessment of damages reported by the Department of Fisheries indicates that 4,907 small-scale fishing boats and 1,795 large-scale boats, 27,000 fish cages, 111,129 units of fishing gear (gill nets, fish traps, squid traps and crab traps), 300 shrimp hatcheries (15 million square meters), and 55 ha of shrimp ponds were destroyed. This is official data and might not reflect the loss of boats, fishing gears and other fishing equipment that belonged to non-registered small-scale fisher folk (Department of Disaster Prevention and Mitigation, 2005, and Save Andaman Network, 2005)

In agriculture, the total damage to agricultural land was estimated at 6,625,174 THB (approx. 175,130 USD), losses in livestock were worth 17,625,605 THB (approx. 465,916 USD), and losses to office buildings totalled 13,101,249,720 THB. In crop production, the damage is mainly due to intrusion of seawater on agricultural land and deposition of saline sediment, destruction of irrigation and drainage facilities. The tsunami also caused the devastating destruction of houses and basic infrastructure. 4,806 houses were affected, of which 3,302 were completely ruined and 1,504 were partially damaged. In terms of basic infrastructure, the total damage mounted to 1,057.39 million THB. This includes a loss of 38 piers destroyed at a total cost of 56.18 million THB (Department of Disaster Mitigation and Prevention), 12 bridges worth 0.52 million THB, 92 pipe systems for water/drainage/sewage worth 186.85 million THB, 19 underground water systems worth 24 million THB, 16 telephone systems worth 53.62 million THB and other infrastructure worth 363.29 million THB. The provinces which suffered the greatest losses were Phang Nga, Ranong and Krabi.

4 Case Study on Gender Aspects and Disaster Management in Tsunami-affected Areas

In this section we consider in detail how well gender aspects were integrated into disaster management during the relief and rehabilitation process in Thailand following the Indian Ocean Tsunami of December, 2004. We present findings regarding issues which arose in terms of integrating gender issues into disaster management while various organizations and agencies worked to provide assistance to communities in the tsunami-affected areas.

First of all we present some comments regarding the overall response to providing assistance to communities following the tsunami, considering separately the response of the state and the various interventions of civil society. We then go on to present findings regarding each of the different phases of the relief and rehabilitation process. When talking about disaster management it is typical to break down the discipline into three phases, namely building preparedness before disasters occurs, responding to emergencies and providing immediate relief while disasters are occurring, and enabling long-term recovery and rehabilitation after disasters have occurred. In this section we consider these same three phases of disaster management, i.e. before, during and after disasters occur, but we consider them in a different order to reflect the process that actually happened in the field in Thailand. Therefore we start with a section on Short-term Rescue and Relief, as this was the immediate priority after the tsunami occurred. We then move to a section on Long-term Recovery and Rehabilitation, and end with a section on Disaster Preparedness. In actual fact rehabilitation and preparedness initiatives were progressed simultaneously in most cases in the field, in order to ensure the future safety of tsunami-affected communities while simultaneously helping them return to a normal way of life as quickly as possible. We present our findings regarding Long-term Recovery and Rehabilitation first in order to have continuity with our findings on Short-term Rescue and Relief, and keep our findings on Disaster Preparedness, which is a distinctly different discipline, for consideration in the final part of this section.

4.1 Overall Response

Immediate aftermath of the tsunami, the Thai society witnessed a tremendous flow of generous support and donations from Thai people, foreigners, government agencies, private sector, civil society, non-government organizations, academic institutions and many others. People joined hands to help the tsunami affected victims. There has been an extensive response of organizations and of individuals volunteers in helping in search and rescue, in the mortuary, supply and distribution of basic necessities such as food, water, medicine, clothes and temporary shelter etc for the tsunami affected people, including foreign tourists. The Thai General public had also contributed generously with donate clothing blood, bottled water and providing meals at the crisis communities.

4.1.1 State Response

The Royal Thai Government (RTG) made quick response in providing relief supplies to reach affected communities. RTG efforts at that stage were largely focus on provide relief assistance, rescue, evacuation of foreign national and treating the injured and identification of bodies by collection of DNA data to help identify missing people and to. Various government agenciesⁱ responded according to their organizational mandate immediately to the disaster all along the coast. The Department of Disaster Prevention and Mitigation in coordination with the Provincial Governors established the coordination centers at provincial as well as at the affected sites at the local administrative organizations office.

Thai government was widely acknowledged to have carried out an effective response, including rapid mobilization of free health services, construction of temporary shelters and permanent homes. Thai military was coordinated to provide support in the relief and rebuilding efforts, provision of compensation to the tsunami affected people and coordination for forensic body identification (Chai, 2005). The relief also focused on helping the affected children and making sure that schools were back in operation as soon as possible. For the health sector, Ministry of Public Health has set up a Command Center responsible for coordinating health services and epidemic surveillance and response for the six affected provinces. No outbreaks of epidemics have been reported. The Ministry of Social Affairs and Human Security has offered psychosocial support to children in some areas of temporary shelter.

4.1.2 Civil Society Interventions

Numerous civil societyⁱⁱ, local, national and international public organizations such as business sectors, non government organizations, volunteers, academies, monks, churches and many others had played vital role in providing assistance to affected communities. At the early stage of disaster response from NGOs and volunteers focused on providing immediate relief and resolving immediate problems, such as distributing basic goods like medicine, food and daily necessities to the tsunami-affected victims. The approach and working methods of each organization was different. Some organizations worked directly in the communities, providing assistance on individual basis; others worked through the Tambon Administrations or in collaboration with the government agencies; some mobilized communities to establish local mechanisms and relief management systems so that communities could identify their own needs and manage relief assistance so as to prevent duplication and unequal distribution of relief. Some agencies played an important role in coordination, while the others provided support to local organizations so that they could in turn redistribute relief aid to the affected people. Some NGOs provided support to the specific target group based on their expertise.

Apart from NGOs, there were volunteers from schools and universities' students assisting in various community-based activities as what they could contribute. During the first three months, the number of volunteers and public organizations working in the affected areas was astounding. The atmosphere during those times clearly showed a sense of solidarity in the Thai society. Nonetheless, with thousands of people and

organizations working in the affected areas, the working conditions were chaotic with a great deal of duplication of relief support resulting in unequal distribution of aid: some who had not lost much received a lot of relief support whilst others badly affected had not had any help.

There were some of initiatives to organize a system to manage the relief assistance, and this study found many organizations were coordinated by this local system. However, during the first six months after the tsunami, when the relief operations were extremely chaotic and complex, it was difficult to clearly see or understand one single management system because there were no mechanisms commonly agreed or accepted as operational guidelines. Even though there were many initiatives towards coordination and collaboration with many organizations.

Some organizations such as Federation of Southern FisherFolk, Save Andaman Network etc had been working with the affected communities before the tsunami. Given the prior experience gained through working relationship with the some of the coastal communities, these NGOs were able to work with the community organization to organize and structure community management for receiving and distributing relief assistance within the community members more effectively. The study also found that this effectiveness was a critical factor in reducing duplication of support and also creating a realization among the community members that they had the capacity to manage their communities. This it had helped lay down firm foundation of the community for working with various outside agencies where providing support for them.

4.2 Short-term Rescue and Relief

4.2.1 Structure and Mechanism Not Clear and Not Widely Adopted

Immediate assistance in form of materials distribution in disaster affected areas have been done by agencies in both government and private sectors, public interest organizations and individual members of the public. The Local government authorities in 6 provinces had set up Tsunami relief centers at provincial level and supporting units in effected districts and sub districts. There had been an effort among local district offices for coordination and collaboration, however there were no such a clear local mechanism accepted by external providers .

Distribution of relief assistance to disaster victims in most cases was problematic with different factors. There were some local mechanisms established were not endorsed to perform this duty by relief providers. In some cases, relief supplies distribution managed by some of local bodied was not transparent. These relief assistance mechanisms have different capacity and administrative procedure. Studies reveal that there were both good and bad cases of relief distribution. In good cases, it was found that TAOs worked with ‘natural’ leaders in communities to receive, account and store donated materials systematically in groups. Discussions took place to decide on criteria for distribution and timing that is appropriate for different problems and needs of each family. In bad cases, there was no registration or record system in place for receiving supplies which cause the problems of oversupplying some families and un-needy groups. In some areas, the local coordination bodies had inadequate capacity

to manage relief assistance in such a crisis. In most cases, various ministries and private agencies directly delivered relief operation without recognizing importance of local people's participation, they either handle the work themselves or got stuck only to TAOs and official leaders, such as kamnan (sub-district chief) and village headman to handle the relief activities for them.

In addition, distribution procedure was also often either too difficult or too easy. Too much complication occurred when disaster victims were required to show evidence that they were really members of the affected community. This requirement made it necessary to spend a long time verifying the evidence, causing those who were waiting to receive the material felt that they were treated badly as persons without dignity. They felt that apart from suffering from the disaster, they had to behave like a beggar. This implies that material distribution process was not based on respect of human dignity.

There were duplication and/or complication in relief provided for tsunami victims. More over the donated materials were not arranged systematically in groups for storage and consequently often damaged. Fresh food, for example, was rotten before being allocated for benefits of disaster victims.

Coordination shortfalls resulted in no lack of donated materials that provide for basic needs of disaster victims in sufficient quantity, including those necessary for women, such as sanitary napkin, underwear and women clothes, and both fresh and powder milk for affected families with infants.

4.2.2 Overly Strict or Lax Criteria and Unsystematic Distribution

Access to relief assistance.

Victims who had no house registration at that particular effected places could not automatically access to assistance because they had no proper document to prove that they were tsunami victims. Most of them were migrant workers both domestic and foreign. This created discrimination to the victims to receive assistance in time of disaster due to inappropriate operational system and procedure of the organizations in time for emergency management from their normal working procedure .

It was found that when some people were left out from assistance, women whom were responsible for well-being of family members faced more burdens since she had to put her effort harder by different means such as to work more hours, to spent all day waiting for possible persons or organizations to donate something for her to ensure having food or materials needed for family's members. This phenomenon made them feel even more inferior and lose of self dignity in time of Disaster.

As for the cases that distribution was too easy, materials available were given out without systematic management for distribution .There were phenomenon for example, some donors or politicians wanted to directly hand out materials to victims themselves when they arrived to effected communities. Since there were no fixed timing set for distribution, or clear system for distribution, some victims whom most of them were either women or children were have to hang around near by to the

distribution places waiting for distribution of materials . These victims were simply line up to receive donated materials and they were some whom would rotate to receive donation repeatedly. There were also the case of conflict when materials received were less than number of people in need.

Unsystematic assistance to disaster victims as mentioned above became a risk factor that caused discrimination and situation where women had no access to assistance or assistance not being given according to different necessity and needs of different women, such as pregnant women, mother with infants, disabled women, widows, elderly women and orphaned girls. These different women need different and specific kinds of assistance. For instance, pregnant women need food with specific nutrition for themselves and their unborn child, and mothers with new-born infants need food that helps them create sufficient amount of nutritious milk.

4.2.3 Coordination Shortfalls Regarding Recovery of Bodies and Forensic Investigation

The RTG and non-government organizations had shown their effort and their capacity to recovery the dead bodies within a week. Government had set up forensic teams to conduct DNA tests to identification dead bodies to the families of missing persons. The disaster victim identification was primarily operated by the Central Institute of Forensic Science and Thai forensics specialists. Subsequently, the forensic operation was taken over by the Thai Tsunami Victim Identification (TTVI) center in Phuket led by the Royal Thai Police in order to bring the operation in line with international standards. The new round of identification operated. It turned out that coordination shortfalls on database availability between these two teams impeded body recovery progress.

Within 3 months the RTG were able to complete the forensic process. Thai families received compensation payments in their home provinces once a death certificate has been issued.

Image 5: Recovery of bodies and forensic investigation



Source: Asian Disaster Preparedness Center (ADPC) – Thailand Post Rapid Assessment Report

4.2.4 Lack of Gender and Family Considerations Regarding Temporary Shelter and Permanent Housing

Construction of temporary and permanent houses for disaster affected people.

The Thai government endeavors to rebuild houses at the shortest possible time for people to return to their lives. Temporary shelter was provided for tsunami-affected victims with support from government, local authorities, and NGOs. Temporary shelters have been built on vacant pieces of land, schoolyards or areas of other public buildings. In the initial stage, housing was constructed in camping style where tents were put up for Tsunami affected people to temporarily live. This temporary housing was responsible by the Ministry of Social Welfare and Human Security. Some shelters were built with corrugated iron sheets or plywood. Altogether nearly 1,000 temporary houses had been constructed for Tsunami affected people. In these temporary housing, related government agencies also constructed public utility systems, such as water and electricity supply, together with security system, health care system and mental rehabilitation system. Construction of temporary houses was carried out by personnel of local administrative organizations.

Although sizes of temporary houses differed from center to center, as a whole they were small. These temporary shelter were 3 x 3 square meters in size no matter how big a family was. With limited space, there was no kitchen inside. Common Kitchen were constructed in some temporary place. Some houses did have a private toilet while others required external toilets that were commonly used by both men and women and were located 20-30 meters away from the houses.

Some temporary tents put up were shared by the many families. Men and women were stayed at the same tent without partition. Some women might not sleep well as there was no security while they were sleeping. There was no place arranged specifically for women to change their clothes. This had to be done in toilet. In some temporary housing centers, toilets were also not separated specifically for women and men. So there were cases where more than 2,000 people sharing only 40 toilets. In the beginning, these toilets were clean enough but after a while, insufficient care and poor management had resulted in many toilets being unusable, creating great inconvenience.

In some areas, toilets were constructed far away from houses, causing much difficulty for women when they needed to use them at night time. They had to wake up men to accompany them to toilets. Even though security guards were provided for safety in some temporary housing centers, women did not feel safe as some guards consumed alcoholic drink. Fortunately there was no case of sexual harassment or violence in these temporary housing centers, and alcoholic drink was banned as a rule in some centers.

The victims stayed at the temporary shelter for a range of 6-12 months before moving to the permanent housing provided. In addition, these temporary houses were usually not strong while women had to spend most of their times there while other family members went out to do their tasks. Being left alone in such house, women then did not feel safe.

Foreign workers had no access to assistance in form of temporary housing, and this issue stirred up continuous debate and different opinions. Government agencies based their actions on official documents and related laws, while non-governmental organizations pointed out that actions should go beyond legal framework and base first on humanitarian principle, recognizing disaster affected people's equality and fairness as human beings.

In some areas Tsunami affected people had to live in temporary houses for a long time because the permanent houses were not be able to finish on time while service units at the temporary shelter ended their services since budget were cut back..

A. No Access to Temporary Housing Assistance for Those Without Official Records

There were number of women did not have access to temporary house. They were mostly hire laborers who rent houses to stay while coming to work in the area and foreign workers who had no identity card. These women did not receive assistance to stay in temporary house as they had no record in any Thai official household registration. Moreover, they did not receive compensation for loss of properties because criteria for eligibility to receive this kind of assistance was based mainly on having official record to be local people.

In some cases, although the women were local people with official record as evidence, they did not receive assistance because when their husband passed away in the disaster, they moved to work in other villages to earn incomes for their families and thus lacked opportunity to register requesting for permanent house.

B. Over-emphasis on Traditional and Official Male-led Committees in the Management of Temporary Housing

The temporary housing was managed by village committee which consisted mainly of men and dictated by government agencies that assigned responsibility to kamnan (sub-district chiefs), village chiefs and committees of local administrative organizations. These agencies did not give enough attention to ensure participation of community members in housing management. In most centered were managed without participation of the victims especially women, therefore, women's viewpoints or suggestions were not been valued to be taken into consideration. . Therefore, without proper management system to look after the housing centers, problems emerged related to waste, drainage and health care, resulting in poor living conditions.

C. Emotional and Social Health Issues and Long-term Health Issues Not Sufficiently Addressed

After the disaster happened, health care personnel went to provide medical service at the temporary housing sites up to twice a week at some sites.

Small group discussions reveal that this service covered health check, primary care, referral to hospital and mental rehabilitation. After from medical service, these

personnel also paid attention basic sanitation, pregnant women and mothers with infants.

As a whole, women viewed that tsunami affected people did receive proper care and had access to health care without outstanding problems as prior to the disaster, they had already been protected by the universal health care scheme.

Issues related to women's health occurred mostly to those who had been sterilized and then lost their children in the disaster. They wanted to give birth again and thus wished to reverse the treatment. Their hope was dashed as health care authorities had no budget to cover it.

Studies reveal that women and children who had survived tsunami tended to be afraid of the sea and waves. Women who used to collect shellfish on the coast still dare not do it again even if four years have passed since the disaster. A female laborer gave an account that her child who was very young at the time of tsunami still dare not look out at the sea now.

Another problem faced by women was caused not by tsunami but by their husband who suffered from depression and succumbed to drinking habit as a way out. This problem made women also depressed, worrying and suffered as incomes that should be spent on food and other family's expenses were wasted on alcoholic drinks.

Some of these women formed group to discuss their problems and thus had the problems naturally healed, reducing their depression and worries to an extent. This was different from consulting with health care personnel who would give them some medicine which they did not want.

Men, on the other hand, would have their depression buried deep in their mind that would be hard to remove because men dared not reveal their problems or did not want to consult anyone and instead found their way out in drinking which only increased problems for their family.

Some health problems did not reveal their symptom in the beginning and could be detected only much later. For instance, many women took in so much dirty water during the disaster and wanted doctors to cure symptoms of side effects that they thought were related to that water intake. The doctors, however, diagnosed that their illness did not come directly from the disaster but by other causes and thus became problems that were beyond medical service coverage.

As for foreign workers who were not covered by Thailand's universal health care scheme as they were not Thai citizen, some received assistance from NGOs in cooperation with concerned government agencies to allow them to benefit from health care service as special cases. This happened, however, only in some areas.

A big group of people who had no access to assistance was that of foreign workers, both male and female, because they went to hide in the forest, fearing that they would be arrested as they had no proper official document allowing them to enter Thailand or lost some document during the disaster. These people were in great difficulties and needed to help themselves to rent a place to stay, while rent fees were very high. As

many accommodations available for rent had been destroyed or damaged by the Tsunami, a room was rent for up to ten families to stay together, causing great difficulties in their living because difficulty to find a job and rising expenses was compounded by having to live in crowded space.

As a whole, government agencies did not provide assistance to foreign workers; assistance came from private sector, non-governmental organizations and the general public. Without access to official assistance and ability to find a job, it was extremely difficult for them to acquire food, housing and decent living. Already being vulnerable, marginalized people without legal status to recognize their work in Thailand, lack of assistance in form of housing because of legal obstacle further increased pressure on foreign workers in their daily life.

D. Land Ownership and Land Conflict Problems Hampered Provision of Permanent Housing Assistance

The military was the key agency to help in building permanent new houses project for villagers. Most houses were constructed within 1 year. The houses were funded by several state and private agencies and cash donations.

Ban Bang Ben in Kapoe district, Ranong province was the first village in the six tsunami-hit provinces where permanent new houses were constructed and ready for hand over within 2 month after Tsunami. All of permanent houses were completed in May 2005. However, the reconstruction in improper land title deeds area was put on hold which lead to the issue of “Access Rights” .

Construction of permanent houses created complex problems because people living in disaster affected communities had had no land of their own and lived in rented houses. These people were mostly hire laborers, both Thai and foreigner.

At the same time, some groups of people had been living on a piece of land for a long time but had no document to claim their right of ownership. After the Tsunami disaster, it was found that land owners were people from outside of the area. When disaster affected people wanted to build houses on land they had used to live before, they were sued for trespassing on land privately owned. In some cases, conflict had existed before. The affected people had been settling in the area for a long time before it was declared a protected area by the government. When these people were hit by the disaster, concerned government agencies therefore did not want them to return to live there and conflict flared up again.

Because of this conflict, other government agencies that were responsible to provide assistance to disaster victims were legally barred from allocating funds to construct houses on land where ownership right was unclear. The affected people could not receive assistance through ordinary official system. Although some government agencies did allocate them new pieces of land and constructed houses for Tsunami affected people, these new living areas did not facilitate their old occupations. They then wanted to return back to live at the places they used to live before.

Conflict on land right deprived many people from receiving official assistance to construct permanent houses. In some cases, the man of the house lost his life in the

disaster, putting more burden than usual on women who had to be responsible alone for the remaining family members who were still alive while facing a new situation of which there is no housing security.

4.2.5 Violence Against Women

This study group found that violence against women did exist in some cases but not in great number. Cases detected were in fact continuation from problems occurring earlier. Victims were foreign workers who, because of a regulation that forced them to register with the government and limited job options, had been exploited.

Problems usually found encountered by foreign workers included wage being paid not at due time, wage being paid lower than what was agreed and worst, no payment at all. There was also no job security, no insurance and no health security. They may suffer from contempt and sexual abuse in their home, workplace and community. Foreign workers in rubber plantation in particular were sexually abused by men, both Thais and foreign workers themselves.

Certainly, when sexual abuse occurred, no complaint was made to the authority as they had no proper work permit. In some cases, the woman was forced to get married to the man who had sexually abused her. When Thai men raped a foreign worker who was Burmese woman, she would not receive justice and those men would not be prosecuted at all.

4.2.6 Lack of Knowledge, Overly Complex Mechanisms, and Inconsistent Rates Regarding Compensation Systems

A. Access to Monetary Assistance and Compensation for Damages

The Public Disaster Prevention and Mitigation Department played a role to work with other agencies, including local administrative organizations. In 2003, it came up with criteria and procedure for providing emergency assistance to people affected by disaster as a whole.

Table 7: *Compensation Scheme by Department of Disaster Prevention and Mitigation (DDPM)*

Damages	Compensation (Baht)	Note
Meals	50 / day / person	
Kitchen Utensils	3,500 / family	
Slightly damaged house	20,000 / item	
Completely damaged house	30,000 / item	
Completely damaged livestock/household	8,000 / item	

Slightly damaged livestock/rice storage house	3,000 / family	
Electrical Lighting	200 / family	
Rental accommodation	100 / day/ person	Not more than 7 days
Rental house	1,500 /month	Not more that 2 months
Modified temporary shelter	2,000 / family	
Building temporary shelter	4,000 / family	
Bathroom	1,500 / room	Available for 10 people
Toilet	1,500 / room	Available for 10 people
Clothes	1,000 / person	2 sets per person
Uniform	1,000 / person	2 sets per person
Instruments for occupation/Capital	10,000 / family	
Funeral	15,000	
Funeral/ Head of the family	25,000	
Medicine	200 / family	
Hospital fee	2,000 / 3 days / month	Until discharged from the hospital
Consolation	2,000 / person	
Injured/crippled	10,000 / person	Not being able to work at the first stage
	Plus 2,000 / person / month	Not more than 2 years
Scholarship	1,000 /month	Primary level
Scholarship	1,500 / month	High school Level

Source: <http://www.phangnga.go.th/news/new15 - 1/19/2005>

B. An Update on Compensation

RTG Cabinet also approved the payment of 653 million Thai baht to Thai Airways, the Ministry of Health and the Ministry of Defense to reimburse these organizations for expenses incurred during immediate relief operations. RTG allocate budget to give compensation payments to affected families as well as to Government officials killed in this disaster whom received a payment of 30,000 Thai baht in addition to standard compensation payments. Those officials who survived the disaster will receive a hardship allowance of between 1,000 – 3,000 Thai baht for 3 months. The families of those officials still missing received a 30,000 Thai baht compensation payment when the body was either found/identified or within the next 3 months. Officials who were stationed elsewhere but assisted with relief efforts were awarded 10 days additional annual leave and received a certificate from RTG in recognition of their work. Some migrant laborers (200 from Ranong and 1,000 from Phang-Nga)

have received 20,000 Thai baht each in compensation. Seven registration centers have been established to reissue registration cards for migrant laborers who lost their registration cards. These centers are at Aow Nang and Koh Lanta in Krabi Province; Bang Muang and Nam Kem in Phang-Nga Province; Kamala Beach and Pa Tong in Phuket Province; and Suksamran in Ranong Province.

Also set were rate for damage compensation and other assistance in various areas, such as plant, fishery, livestock, other aspects of agriculture, criteria for disaster prevention and relief and for actions to help people affected by disaster.

Problems occurred because most people did not know their right to access assistance and thus depended on their interest to ask for assistance. Mechanism that allowed people to request for assistance was so complicated that people affected by disaster could not access assistance. In case that a document from a community leader recognizing the person was required, a difficult problem would occur when people affected by disaster were not residents in that local area. On the other hand, members of that community who were not affected by the disaster may receive recognition to access assistance. In some cases, people affected by disaster later knew their right but when they asked for assistance, period of time to provide assistance was out or budget for assistance had all been spent.

Compensation for funeral was 30,000 Thai Baht for the head of family and 15,000 Thai Baht for each of other family members. Study reveals that different families in the same community may receive different amount of compensation money. Compensation money was also paid differently in different areas. This phenomenon reflects lack of knowledge and understanding which led to lack of opportunity to benefit from their right and loss of opportunity to receive assistance.

To ask for assistance, it was necessary to have household registration or other document to indicate that the deceased was head of household. Government policy dictates that compensation for head of household covers both male head and female head without discrimination. However, although on paper the head of household was a man, in reality a person who was responsible for well-being of the family was a woman. When a woman head of household had passed away and other family members asked for compensation, it would be paid as compensation for just an ordinary member of family. Social belief and norm dictates that head of household can only be a man. This creates discrimination against women, inequality and unfairness.

C. Assistance System Did Not Cover All Circumstances

The Ministry of Education had a policy to give assistance to students whose family was affected by disaster. However, pre-school children were not covered by this policy. Women who had pre-school children need to earn incomes to support adult family members and their small children, reflecting a loophole in the regulation regarding assistance giving. So even though there were attempts to assist different groups of people, the policy still having loophole.

4.2.7 Lack of Gender Disaggregated Data and Information System

Data collected did not show sex and age of disaster affected people. Data processing also did not reflect any gender perspective. These shortcomings became problems and obstacles in the process to provide fair and equal assistance to disaster affected people. Moreover, it was found that problems occurred in an attempt to provide assistance according to status of each family member because data collected was not used to generate maximum benefits by considering their gender status.

The Department of Disaster Prevention and Mitigation in Thailand already places importance on gathering data that reflects the real situation in the field, broken down in terms of sex and age, demonstrating the urgency, damage and loss caused by disasters in order to be used in considerations regarding the rehabilitation of those affected by disasters.

But if no standardized database is developed by implementing agencies to store information regarding those affected by disasters, there is no guarantee that evaluating the information will accurately reflect the situation in the field in terms of the relative effect on men and women. This information is essential in establishing plans, directions, working processes and steps for implementation in order to ensure that the implementation of assistance and rehabilitation to the victims of disasters is based on providing access according to the different problems and needs of male and female victims, and extending to the different issues faced by those in different age groups.

4.3 Long-term Recovery and Rehabilitation

4.3.1 Short-term, Piecemeal and Inappropriate Initiatives for the Rehabilitation of Occupations

Many agencies went there to provide a lot of assistance in term of occupations. Assistance given to women was mostly to help them earn supplementary incomes, requiring them to seek additional knowledge in terms of both production and marketing. It was found, however, that in some cases, this occupational assistance lacked follow-up and continuous supports, resulting in the activities were not as successful as expected, and in worse cases, they even created debt problem for those women.

So far, this occupational promotion did not generate substantial incomes. While they continued with main occupation, supplementary occupation therefore became more burdens that women must be responsible for.

In some cases, government and private agencies that went to provide assistance after disaster had occurred should pay attention to the occupations that affected people had before disaster and consider how to improve these occupations to be more effective.

Providing assistance to disaster affected people by destroying their old occupation base did not only increase their burden but also deprived them from opportunity to earn incomes and find food, leading to labor migration, or in worse case, prostitution.

Moving living place, intentionally or unintentionally, caused women to lose social networks that they were related to, including neighbors and kin/relatives. These people did help affected women in many ways, such as help take care of children, give mental help by providing personnel to whom disaster affected people can tell their problems. Other assistance included monetary assistance, labor and social adjustment as women who moved their resident after the disaster needed to make adjustments in order to be more able to help themselves without depending on others.

In difficult time, many families had to stop financial supports for their female teenagers to continue their formal education, so that these teenagers could help earn incomes for their family. Loss of education opportunity means loss of social opportunity for young women to gain knowledge and capability that would help them being able to help themselves more.

4.3.2 Vulnerability and Women at Risk

Existing economic, social, cultural and political conditions in society are long-termed products of human evolution that affect gender status. In general, women are more vulnerable and have greater risk to disasters more than men. Women who have economic problem, or who are marginalized people, such as disabled person, elderly people, widow and stateless foreign workers, are even more vulnerable and have greater risk to disasters than women in general.

Women's vulnerability also involves their physical limitations, such as pregnancy, baby milk-feeding period and menstrual period, making them more risky at the time before, during and after disaster happens. Problems faced by women in regard to this vulnerability vary depending on area conditions, type of disaster and cultural context.

Risks and vulnerability of women and men in the disaster management cycle differ between each stage of the cycle. Women's tasks, responsibilities and roles in house chore and towards household members result in a sharp increase of their risk when disaster strikes. Similarly, infants, babies, elderly people and disabled persons being taken care under responsibility of women who are at risk would also be at risk too.

Assessment shows that women's skills to help themselves in time of disaster are less than men. Women are not as skillful as men in case that they have to swim or float on the water for a long time or to climb to a high point, resulting in they are in danger, being able to help themselves less than usual and not being able to help other people at all. This factor costs lives of women and other vulnerable people than men when disaster happens.

4.3.3 Land Conflict in Tsunami-affected Areas Prevented Women and Families Achieving Long-term Security

Studies show that land conflicts had existed before the Tsunami disaster. People involved in these conflicts were coastal fisher-folks, especially those who were ethnic minority – Moken, Moklen, Urak Rawoy and Thai Muslim. These coastal fisher-folks lived mainly on islands and coast of Andaman Sea, and had no right over land that they stayed.

These conflicts appeared in various forms, such as between a community and private landowner, and between a community and government agency. Land conflict resulted in people involved having no housing security; they could not build their houses on land that they used to live. Consequently, they had no access to assistance for construction of permanent houses. Not being able to return back to build houses created problems and hardship for the whole family, including women, as there was no guarantee that they could recover their way of life to the level before the Tsunami disaster when they could live happily.

4.4 Disaster Preparedness

4.4.1 Warning Systems Inappropriate or Unable to Reach Women and Families

Upon understanding disaster warning system in Thailand, a question is then how effective disaster warning information is communicated to every disaster affected community, reducing risks of lives and properties.

Small group discussions in the disaster affected areas reveal that existing disaster warning system, such as the warning towers, still communicate disaster warning information limitedly. Conversation with local people also discloses that those living far away from the warning towers, such as on islands which are also prone to disaster, cannot hear warning signals/messages. Community members, particularly women, would not know in advance that they may be affected by forthcoming disaster. Their risks then have not been reduced.

Upon hearing a signal, local people are still not been able to decide whether it is just warning or forthcoming disaster would be severe that they need to move to a safe place. This means that disaster warning signal from the installed warning tower alone is not enough for these people to decide actions they should take to reduce their risks. Opportunity for women to hear a disaster warning signal is still very much a problem. Because they lack an opportunity to learn meanings of this signal, even if they hear the signal, women may not be able to take actions that deal correctly with the risk to disaster. Women as a group are still the most vulnerable and highest risk group in case of disaster.

Image 6: *Tsunami warning tower at Ban Nam Kem Village, Phang Nga Province*



Source: *Stock Image, Sustainable Development Foundation*

This problem is caused by women's lack of access to learning and means of communication whether it is telephone, newspaper, radio or others. Although these means of communication are used in an attempt to provide information and create understanding about disaster, most women have many tasks that they are responsible for from dawn to dusk. They may have learning opportunity if their family does not have many economic problems and vice versa. Even if other family members are turning on radio or television, women do not pay attention to information being delivered because they have to focus on so many daily tasks to do, such as cooking in the morning and house cleaning during the day time.

In case of local or small-scale fisher family, women also have a task to go out to the sea with their husband; those who do not go out to the sea have many house chores to do. Upon returning from fishing, women have to take fish to sell and clean fishing tools. While doing these tasks, they prefer to listen to music on radio rather than news.

As for women who are laborers or office employees, on day time they have no opportunity to access information due to their job requirements. At night time, programmes that draw attention from family members are not news programme. Even if they are interested in news programme, there is no information related to disaster prevention; news in daily news programmes tend to be about current

situations which does not give knowledge or create understanding needed to prevent and reduce risks to disaster.

The existing warning system provides no means that give women real access to information. This limitation prevents women from learning about and being prepared for disaster, putting them in risk as in the past, as can be seen from statistics of death toll and injuries that there were more women than men.

4.4.2 Working Women and Housewives Unable to Participate in Awareness-raising and Education Regarding Potential Disasters

After tsunami struck the six southern provinces creating great loss of lives and large-scale damages to properties, Thai society learned that we still lacked a lot of knowledge and understanding to deal with disasters and realized that local communities also lacked knowledge, understanding and working mechanisms to solve related problems that occurred at village level.

After tsunami strike Andaman coast of Thailand, both the public and government were more alert and gave high interest to learn more about different type of disasters, Risk deduction and Mitigation of Disaster than ever before. DDPM where is the main Institution in Thailand responsible on Disaster Management has been very active in setting up strategic measures to address Disaster else where including at tsunami effected areas at the Andaman Coast .

There have been number of educational activities initiated to make public understand and learn about tsunami including others disaster. Information given to public was not only to make public know about different types of disaster but also and information on how to respond to different type of disasters in proper manners by different institutions: Government agencies as well as private sectors, NGO including media.

The ministry of education had provided training to teachers at every schools situated along Andaman Coast to learn about tsunami. Integration the subject on tsunami and other disaster were developed in the school syllabus. Numbers of educational books for kids have been produced. Pupils were learned about tsunami and they were prepared to know how to safe themselves if it will so happen again. There are numbers of web sites provide information about tsunami as well as about others disasters. Media sector has also played active role in spread news and information on disaster including tsunami.

However, information available through various channels of communication has had limited impacts on women in working age and housewives to access to information and learning about potential disasters as of their daily routine tasks. Those who clearly benefit from this existing effort to provide information are youth and people who have knowledge and ability to access the Internet system. Women who are farmers, fishers, laborers in both formal and informal sector, and ethnic minority still are not able to access information and continue to be in risk group.

In addition, there are other factors that limit success of activities initiated to strengthen women's ability to learn, particularly lack of process or conditions prepared to facilitate women's access to these activities. For example, activities do not take place at the time when women are free to participate, or they are not informed well in advance to prepare themselves to participate in activities. When it is not required that participants must include both women and men proportionately, most participants are likely to be men.

In some cases, where an agency that organizes the learning activity does not arrange process to enable marginalized women and vulnerable people to have possibility to participate, most participants would continue to be people who do not have much burden in the family .

From the phenomenon described above, although expansion of learning activities does increase learning of people in the risk areas, it does not directly ensure increasing women's awareness and understanding. This is very much so in the case for poor women, marginalized women, vulnerable women, ethnic minority women and widows who are head of household. These groups of people are too busy with their routine work so they have less chance to access to learning activities.

Moreover, women also have less opportunity than men in playing a role in community's mechanism to prepare and deal with disaster because when a community selects its representatives to do this work, its members in general view that women cannot help themselves and are the ones that need help. Women therefore have even less opportunity to develop skills, learn to prepare for disaster and participate in planning to deal with disasters.

4.4.3 Lack of Gender Balance in Establishing Local Volunteers and Local Mechanisms

Building local capacity to prepare for and deal with disasters.

In Thailand and also in other countries hard hit by the tsunami, volunteers played important role to provide assistance. However, it is recognized that to effectively deal with any natural disaster, it is an absolute necessity that people in the affected communities themselves must play key roles in dealing with emerging problems.

DDPM itself has given more important on raising awareness activities to ensure public learn and aware about Disasters. Significant effort have been given to strengthen community themselves to know how to prepare themselves to reduce Risk from disaster and how to respond and having capacity to manage if disaster occurs . DDPM have worked with Local Administrative Organizations to develop community mechanism to take responsibility disaster prevention and mitigation. Numbers of villagers have been trained as "Mister Tuean Pai " or Mister Disaster Warning, which are expected to be in every village, and also in every village there were community volunteers trained as community prevention and mitigation team. These set of villagers become human resource of the community whom know how respond when disaster strike. There have been production of education materials in various

forms, both printed and electronic media, to provide knowledge through education system in schools

After the disaster, however, not only affected communities but also non-affected communities and the general public all recognized the importance of preparing communities to deal with disasters. Policies were made on the issues of safety, disaster warning, recovery of affected people and communities, and monitoring and evaluation procedure in order to ensure security and safety of lives and properties, promote participation of local people in development of safety systems, train people, particularly in communities, for disaster prevention and relief, set up disaster prevention centers, and ensure that there are persons at local level in form of village disaster prevention and relief volunteers who have knowledge and ability to work effectively at village level immediately when disaster happens.

Although many work plans came into existence and widely expanded, preparation to deal with disasters did not significantly integrate gender perspective to ensure gender equality in access to related information, awareness raising, preparation process and participation in dealing with disasters at village level.

4.4.4 Lack of Community Participation in Establishing Evacuation Routes

After the Tsunami disaster and assistance had been given to disaster affected people to return back to ordinary life, the Public Disaster Prevention and Mitigation Department put up signs to indicate evacuation routes in communities and tourist places and along beaches in the risk areas. However, these signs were put up by an external agency without participation of local people and communities; they and their community leaders were only informed .

It is found that many of these signs were erected along existing roads which often run parallel to the coast. Therefore, although local people agreed that there should be evacuation route signs, they saw that these routes are not appropriate. Evacuation routes that run parallel to beach put people under risk as in fact when Tsunami happens, they should run to a high ground.

Image 7: Hazard zone and evacuation route signs in a village on the Andaman Coast in Thailand



Source: Save Andaman Network, Sustainable Development Foundation and East Tennessee State University under the USAID-IOTWS Small Grant “Building Community Capacity and Technical Assistance to Effectively Respond to Warnings of Tsunamis and Other Hazards”

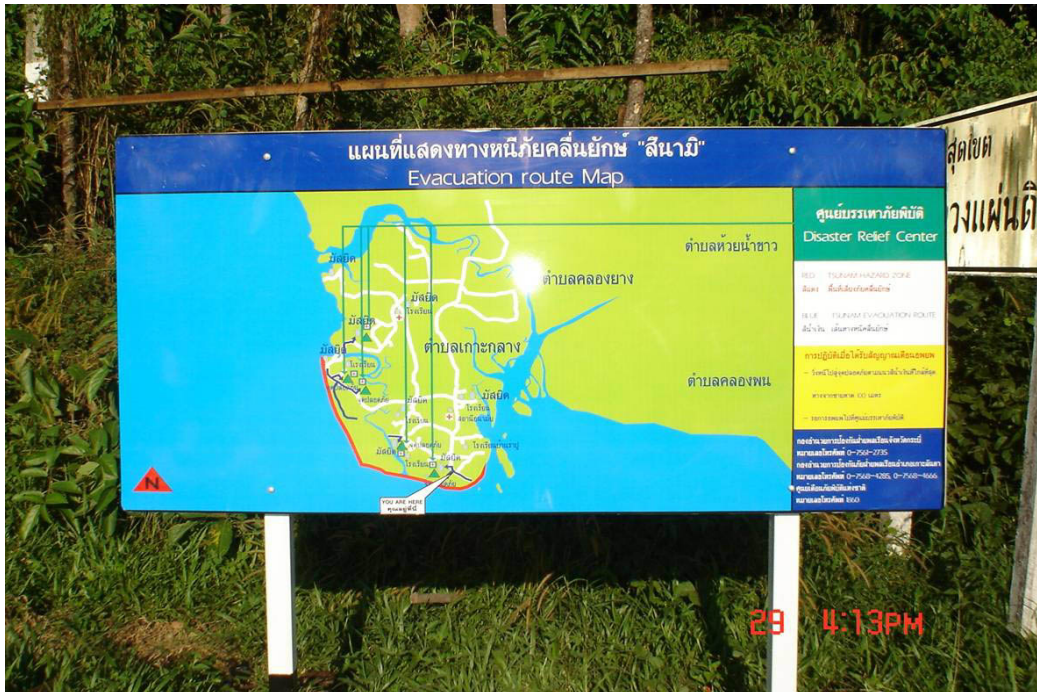
The communities, therefore, saw that these signs did not help reduce risks and there is a need to determine new evacuation routes and erect signs along them. However, local people could not take this action themselves as tampering with original signs would be illegal, tantamount to destroying state properties. They then suggested that responsible agencies should consult with affected communities to determine evacuation routes and evacuation areas.

4.4.5 No Measures to Ensure Integration of Gender Aspects in Designating Evacuation Areas and Safe Areas

Provincial authorities, on the other hand, ordered Tambon (or Sub-district) Administrative Organizations (TAOs) to designate safe areas for communities under their jurisdiction. This designation process, however, again lacked participation of communities concerned. Local people therefore felt that many evacuation areas designated by TAOs were not appropriate ones as they saw that there could be several evacuation areas. An area may be suitable only a part of the community that is near to it, while another area may be suitable for several parts or the whole community to be together.

Moreover, even if local people took part in discussion about and decided on evacuation areas together with TAOs, there was no support from government agencies for necessary infrastructure that would support the people while being there in case of disaster.

Image 8: Evacuation route map in a village on the Andaman Coast in Thailand showing hazard zones, evacuation routes and designated safe areas



Source: Save Andaman Network, Sustainable Development Foundation and East Tennessee State University under the USAID-IOTWS Small Grant “Building Community Capacity and Technical Assistance to Effectively Respond to Warnings of Tsunamis and Other Hazards”

Decisions on evacuation routes, locations of signs and evacuation areas were made in a narrow circle among government agencies. Although some communities had a community-based plan to deal with disasters, consultation with community members only involved men; there was no measure to ensure that women would know and take part in making decisions about the plan.

ⁱ The Department of Disaster Prevention and Mitigation took a leading role in mobilizing government staff and volunteers to collect dead bodies and search for missing people, including air searches. Organized evacuation of people within 300 meters from the seashore in case of aftershocks. Royal Thai Navy No. 4 sent satellite communication to support and facilitate overall communication in the Phuket area. Royal Thai Navy was assigned to field marine surveillance as an additional effort to search for possible survivors and dead bodies, to ensure a continuous supply and distribution of water and food by helicopters as well as evacuating people, including tourists, to safe areas. Minister of Interior responsible for overall management and facilitation in Phuket province. Minister of Natural Resources

and Environment responsible for overall management and facilitation in Phang Nga province. Deputy Minister of Interior responsible for overall management and facilitation in Krabi province. Deputy Prime Minister responsible for overall management and facilitation in Ranong province. The Thai government also established 9 sub-committees to act as ‘working groups’ for monitoring different areas of relief. These committees were:

1. The Sub-Committee on Assistance to Foreign Tourists, with the role to provide assistance with return flights for any foreign tourist wishing to return to their country of origin immediately, irrespective whether they have money or not. Additionally, the government provided free health services to injured tourists.
2. The Sub-Committee on Assistance to Thai Citizens, chaired by Ministry of Interior with the Department of Disaster Prevention and Mitigation. The role of the sub-committee was to provide compensation to the tsunami-affected families, such as compensation for loss of a family member and compensation for injuries.
3. The Sub-Committee on Assistance to Fishery, chaired by Department of Fisheries. The sub-committee was to provide assistance to registered and non-registered fishermen in terms of fishing boats, fishing gears and aquaculture damages.
4. The Sub-Committee on Assistance to the Unemployed as a Result of the Tsunami, chaired by the Ministry of Labor and the Department of Social Security. This sub-committee was to provide unemployment benefits.
5. The Sub-Committee on Assistance to the Small-Scale Business Sector, chaired by the Ministry of Interior. The role of this sub-committee was to provide support to the small-scale business sector in terms of small grants.
6. The Sub-Committee on Assistance to the Large-Scale Business Sector, chaired by the Ministry of Finance.
7. The Sub-Committee on Housing for the Tsunami-Affected Victims, chaired by the Ministry of Social Development and Human Security. The role of this subcommittee was to construct 1,000 temporary housing units in three provinces: Phang Nga, Ranong and Krabi, to be completed within 15 days. These houses would accommodate tsunami-affected people for 6 months to 1 year. The responsible body was the Royal Navy. With respect to permanent housing, the demand for it was marked at 4,000 units.
8. The Sub-Committee on Education and Scholarship for Orphans, chaired by the Ministry of Education. The role of the sub-committee was to provide assistance to children affected by the tsunami.
9. The Sub-Committee on Damaged Public Infrastructure, chaired by the Ministry of Finance. The role and preliminary assignment was to survey damaged infrastructure such as schools, bridges, roads, etc.

ii Some of the names of the civil societies organizations that worked with tsunami-affected communities:

The Foundation for Women has been actively assisting women-survivors and the Foundation for Children has been providing support to children in terms of education and mental rehabilitation. Additionally, there are organizations working on rehabilitation of the community’s livelihood, employment, fisheries, natural resources and environment in the affected fishing communities. These organizations include the Save Andaman Network (SAN), Children’s Foundation, Foundation for Women, EMPOWER, Community Organizations Development Institute (CODI), Chumchon Thai Foundation, CARE, Sustainable Development Foundation (SDF), Sueb Foundation, Supanimit Foundation, Wildlife Fund Thailand, the Four Regions Slum Network, Network of Migrant Workers, etc. National NGOs providing support on long-term rehabilitation in fisheries worked closely with the government, e.g., Chaipattana Foundation, The Red Cross, Rotary Association, etc, while international NGOs, such as Malteser, Action Aid, ARC International, Save the Children and many others, worked closely with the fishing communities in providing support on fisheries-related occupational development and natural resources. Also, there were international agencies working through national NGOs. These include Oxfam, Direct Relief Fund, Global Giving, Heinrich Böll Foundation and embassies such as the Royal Norwegian and the French Embassy and many others.

5 Capability Assessment, Issues and Opportunities for Integrating Gender Aspects Into Disaster Management

5.1 Policy Level Problems and Issues in Integrating Gender Aspects Into Disaster Management

5.1.1 Structure and Management of Department of Disaster Prevention and Mitigation

Structure and management of the Department of Disaster Prevention and Mitigation (DDPM) in driving gender role in disaster mitigation.

- There were not enough organizations engaging in gender-based disaster mitigation, since this work was at present attached to personnel development section with its other main task, resulted in lack of personnel to push this work.
- Information on gender-based disaster mitigation was still at policy-making level, and it was not widely known among operational staff.

5.1.2 Strategy and Direction for Advocacy

- There was no plan or strategy on personnel development, or clear drive of gender-based disaster mitigation. At present, it was just topic of training without defining strategic target groups or direction to move the plan.

5.1.3 Regulations

- Although regulations that the DDPM was using at the moment to help disaster victims were not discriminatory, but the language used in the regulations required interpretation of the operational staff. For example, it was found that the term that referred to victims was used in general as head of victim families, which was meant only ‘as men’, resulted in discriminatory assistance to victims due to ignorance.

5.1.4 Personnel

- Despite policy framework and laws favourable to the promotion of gender role in disaster management, there was no measure of clear indicator of change in gender role. As a result, the promotion on integration of gender role in disaster mitigation did not have clear and concrete outputs.
- Regarding attitude of society, gender role was not seen as urgent. It was seen as an issue of only some women groups advocating in society without any significant implication in the work. This reflected attitude and prejudice on gender role. As

a result, this issue was seen as insignificant. It signified ignorance and indifference of people.

- The number of people responsible was not enough.
- Promotion of knowledge, learning, concept and capacity building on disaster mitigation was still small activities in personnel development within department.
- The target group of training did not cover personnel of the organization as a whole at all level, and there was no clear indication on the target group that all personnel working in the DDPM had to pass training on gender role.

5.1.5 Budget

- Budget allocation was not strategic corresponding to the target of change.

5.1.6 Materials

- No tools or documentation on gender role in disaster mitigation were developed as direction for integration by personnel at all level. As a result, there was no guarantee that the current operation of the organization would give priority to gender role.

5.1.7 Information Systems and Communication

- At present, the DDPM had a good information system and communication. When disaster occurs, there was also good system of information on victims. However, it was found that in interpretation to present the information on victims and assistance to these people as well as operational process to empower local communities as the base for its operation did not have standard and did not develop a system of presenting information that realize and being aware of gender role. In other word, there was no classification of gender and age of victims presented in the current database, although there was this kind of information in questionnaire. As a result, the existing information was presented without giving the importance of gender role as it should.

5.2 Operational Level Problems and Issues in Integrating Gender Aspects Into Disaster Management

5.2.1 Specific Gender-related Issues

A. Original and Additional Burdens

Women in general would have internal management ability at the time before, during and after disaster. For women to be able to deal with problems from their existing role and duties, they must be supported in terms of food, housing, occupation and incomes.

Most of men's roles are outside home from reducing risks to determining evacuation routes, distribution of donated materials or coordination and negotiating with related agencies.

It was women's domestic roles that deprive them opportunity to take part in managing systems to deal with disasters. In the past 30 years, however, awareness and recognition of the importance of gender perspective has grown considerably and gender perspective has been integrated into operation of both public and private sectors, resulting in women having more roles and developing themselves to become a mechanism that moves to stop discrimination, creating more equality.

Among agencies involved in the process to provide assistance, an agency that has a clear mandate to promote roles of women is Office of Women's Affairs and Family Development.

- Women had to shoulder more burden when disaster hit since in normal social situation women in their daily life play a role in taking care of welfare of family members, food, house cleaning, childcare, care of the elderly and disabled (if any). This burden is an original one before disaster. When Tsunami hit, this burden or role remained with women.
- When Tsunami occurred, family burden increased since it was women who had to struggle hard to find food and basic needs for their family members. Women were the ones who went to get assistance and had to struggle for temporary and permanent housing, as well as thinking how to earn income since the assistance was not enough for good welfare of family members.

B. Lack of Access and Insufficient Assistance

- Women had a problem of discriminatory assistance since the system of distribution of assistance to communities lacked good management and criteria for appropriate assistance as per problems and need. As a result, assistance has created problems. For example, the quantity of donated stuff was sometimes enough for everyone, but might not be enough for everyone. Who came first got it. In case a system for equal distribution was in place, but the size of each family was not the same. This system has created problems on assistance. For example, rice or food distributed was not enough for all family members, since families with different sizes got equal share.
- The system of distribution was done without participation of women since mechanism of management was attached to mechanism of local administration, resulted in mistrust for lack of transparency that assistance would be distributed to some groups or families, creating conflicts and distrust, and destroyed existing relationship and mutual trust.
- Management of donated stuff did not answer problems and needs. Women did not get a chance to be in this community management mechanism, since it was managed by local administration organization which was men dominated. On the whole, management was in the hands of men, resulted in distribution of assistance without considering problems and needs of women, which were different from other general assistance. For example, women who were on breastfeeding needed food different from other people. Housewives or youth might need sanitary

napkins due to their periods. Women also might need lingerie, etc. Management of assistance without details or consideration on how to distribute assistance to victims based on needs prevented women from getting stuff per their needs.

C. Lack of Information and Lack of Participation

The lack of access to information and lack of participation of women in disaster mitigation, rehabilitation and development

- Women did not have access to information. By and large, women had burden of domestic work and had to work all the time had, therefore, less time than men to take part in community activities, such as learning or participation in vocational rehabilitation activities, planning on preparedness and prevention, and so on. Therefore, women could not have access to learning nor participation in planning and solution of different problems that would benefit solution of women's problems, as well in taking part in community development activities.
- Women did not have access to assistance for their own rehabilitation, be they mental and spiritual or vocational rehabilitation, since the process of assistance management lacked process or methods that favour women to have access to these activities. For example, if meeting was held in the morning or evening, it was the time when women had to manage their family tasks, which they could not neglect such work and go to take part in community activities.

D. Management of Temporary Shelters and Permanent Housing

Management of temporary shelter and permanent housing did not adequately integrate gender-based operation.

- In shelter arrangement, in certain areas, toilets and bathrooms were not separated for men and women. Although there were many toilets but lacked proper maintenance and care for cleanliness, resulted in insufficient toilets ready for use.
- Toilets or bathrooms were far and insufficient lighting, resulted in lack of safety.
- The system of management of temporary shelter was in general in the care of local administration, which lacked women's participation in the management.
- Allocation of temporary shelter for several families did not have proper partition, making women to feel unsafe in changing dresses and at night.
- The shelter was built at the size of 4 x 6 meters without proper partition and there was no space for kitchen, which was a space that women spent most of their time in daily life.

E. Access for Marginalized and Vulnerable People

Marginalized and vulnerable people did not have access to assistance due to the following conditions.

- Assistance was not based humanitarian principles, but official evidence, such as identity card as evidence used in assistance management. As a result, marginalized people did not get assistance after disaster, which was an emergency period.

- Management of medical and health services and assistance was based on identity card. As a result, victims of disaster who were marginalized people, like foreign workers, ethnic groups, and Thai displaced people who did not have identity card did not have access to assistance.
- Prejudice, rejection against foreign workers or sex workers and people living with HIV/AIDS marginalized these people to become more vulnerable.

F. Small Children and Out of School Children

Small children and off-school youth did not get assistance because of the following reasons.

- Assistance on education with regulation only for children in educational system prevented women who had to take care of small children did not have access to assistance.

G. Inadequate Temporary Shelters

Temporary shelter was not fit for living even as temporary due to the following reason.

- Materials used to build temporary shelter were not suitable for weather condition of the warm Thailand were zinc sheets. As a result, victims could not live in temporary shelter, but had to move to stay in bushes that used improper materials.
- The design was imposed by state agencies which built homes without consulting residents on design or building. As a result, the construction was per need of the builder rather than the residents.

H. Resuming Normal Livelihoods and Occupations

Victims had greater difficulties in leading their life and occupation normally due to the following reasons.

- In certain areas, victims were relocated to new areas as per plan on assistance developed management agencies arguing risk of building homes in areas prone to disaster. Normally, people living along the coastline were fisher people who had to live near the sea where they could moor their boats. Relocating these people away from the sea made them to pay travel expenses and there was no safety to moor their boats, and it was difficult to transport their catch.

I. Assistance for the Rehabilitation and Development of Livelihoods

- Assistance which women victims did not participate in planning prevented projects and activities from responding to problems and needs. For example, promotion of issuance of title deed in the sea created conflicts since the sea was public area. Fisher people used the sea to earn their income. Projects that promoted this issuance of title deed has created private ownership, which prevented fisher people from having access to resources of food and income for their families. This situation has created conflicts and poverty.

- Grant and operation without considering empowerment and capacity building for victims through learning and participation in planning and solution so that they would be able to implement activities by themselves in the long run prevented these activities from being successful and accomplishing the set objectives. It also created conflicts within community.
- Financial assistance was given without realizing the importance of skill development in management of activities, skill in financial management and good accounting system, as well as promoting marketing development, made victims to lack knowledge and capacity to implement activities, and their businesses failed. As a result, they were indebted and it was a burden for them to repay their debt or damage that they mismanaged their fund. Again, this resulted in conflicts.

J. Financial Assistance and Compensation Regulations

Financial assistance and lack of access to learning on compensation regulations prevented from access to assistance, getting unfair assistance or discriminated against due to the following reasons.

- People in general including women did not have a chance to know their rights and regulations on assistance while their tasks and responsibility did not favour their access to equal assistance, resulted in discrimination.
- Management of assistance based on identity card as well as evidence or endorsement of formal leaders as community member gave rise to a gap of access and assistance since documents were lost in disaster. At the same time, formal leaders were very strict and required verified evidences. Therefore, workers in informal sector, foreigner workers and workers from other areas did not have access to assistance.
- Authorisation of assistance management to formal leaders by neglecting participation of community members and women led to distrust in assistance management and suspicion on non-transparent assistance management system. This led to accusation that the assistance was discriminatory and benefited only their own people with commission deducted as management services or misuse of donations.

K. Databases Did Not Reflect Gender Aspects

Database did not reflect gender aspect due to the following reasons.

- Database preparation did not clearly define gender status. Although form collecting information reflected gender status since it required identity card that showed gender status. In case of Tsunami, formal documents, such as identity card and house registration were lost in the Tsunami. This has created a gap and prevented information collector from paying enough attention to clearly define gender status. Therefore, the database could not be processed for gender and age identification.
- Information system did not reflect gender standard, although it was a principle that was mutually agreed upon.
- Information assessment personnel did not clearly classify gender and age of victims. This made the information so gathered not to be useful enough for planning, monitoring and evaluation, as well as follow-up assistance.

- Prejudice on gender role in case of family head. As a result, women did not get fair assistance because although family head could be either woman or man, but there was a preoccupation that family head must be a man. As a result, woman who was family head in reality because her husband was disabled or sick did not get fair but discriminatory assistance.

L. Participation of Women in Disaster Preparedness and Risk Reduction

Women were neglected and ignored from taking part in preparation to reduce risk. As a result, they did not have a chance to take part in designing direction, measures and methods that favour solution addressing problems and needs of women.

- Women did not have a chance to fix location of early warning system, resulted in lack of guarantee that women would hear the warning sound if disaster occurs. In this case, women continued to be at risk.
- Definition of evacuation routes and signs lacked participation of community and women. Therefore, the sign telling evacuation route was not useful for women, residents and marginalized people in community because there was a group of people and agency from outside doing this job without meaningful participation of community.
- The task that women were responsible and the operational process that did not provide condition for women to take part in planning and defining route of evacuation which resulted in that women were not aware of activities and what was happening in community. Therefore, it was meaningless to provide safety and protection for women.

M. Youths Outside School System, Small Babies and Youths from Vulnerable Groups

Assistance to youth did not cover youth outside school system, small babies and vulnerable groups, resulted in increased burden of women in caring for babies, the elderly and the disabled since they did not get enough and meaningful assistance. They had to shoulder burden in caring for welfare, food and housing for their family members, and additional income generation activities outside their homes.

- People who did not have identity card might not have access to healthcare services, especially delivery, care of babies and medical care since they did not have identity card.

5.2.2 Issues Relating to Local-level Mechanism in Disaster Management

- Local administration organization had clear task of disaster mitigation with financial resources that favour participation of community in disaster mitigation and activities from plan of action that local community mutually designed.
- Local administration organization was the main mechanism implementing management before and after disaster, as well as rehabilitation, development and

preparedness to reduce risks in its community. However, this mechanism still lacked learning, understanding and awareness on integrating gender role in disaster mitigation. As a result, previous management created the problem of inequality and unfair operation.

- The ratio of the team taking charge of this management was dominated by men, while awareness on promoting participation of the people in mutual planning and decision making was still low. As a result, management could not equally respond to the needs of victims as a whole, especially those of women and marginalized people.
- The structure of disaster mitigation with decentralization and coordination mechanism existed as per policies and laws. As a result, state agencies were able to respond to and manage the problems fast and in time.

5.3 Opportunities and Potentials in Integrating Gender Aspects Into Disaster Management

The government was aware of and realized the importance of disaster management to reduce the loss of life and damage on properties, in order to build society of safety to the life and livelihood of the people. This awareness has led to integration and adjustment of national mechanisms to foster effective coordination and disaster management, and to avoid repetition, while promoting collaboration as a network. This could be done through the role of different organizations in operation and collaboration to make Thailand a safe society with preparedness in coping up with and being able to effectively manage disaster when it occurs.

Given the situation of frequent occurrence of severe disaster in various forms in the past decade, Thai society is pushed to be alert and realize the importance of getting more prepared towards disaster. The loss of life and properties, as well as opportunities for ongoing economic and social development has pushed public sector to be interested in and aware of problems that occurred, as well as seeing the need to improve disaster management by formulating key national policy on prevention and rehabilitation of disaster.

5.3.1 Policy and Legislation

- Thailand has rectified the Convention on the Elimination of All Forms of Discrimination against Women, which it has become state party since 1985. It has also rectified Beijing Platform for Action, as well as taking part fulfilling Millennium Development Goals (MDGs), which Thailand commits to take action to eliminate all forms of discrimination against women and promote equality of women and men everywhere and all status, be they at home, workplace and community.
- Paragraph 2, article 30 of the Constitution of 2007 provides that all people are equal by law and both women and men must be protected equally. Article 80 provides that it is the duty of the state to promote equality of women and men.

- In addition, the Cabinet has made a decision on 31st July, 2001 indicating that high-ranking authorities have to promote gender role in all ministries and departments.
- A gender focal point has been set up to have a group of individuals or a working group supporting high-ranking authorities to promote gender role by designing a master plan to promote gender role, which would serve as action plan for concrete successful accomplishment of each state agency.
- The tenth national economic and social development plan has included women development plan and set a goal to develop Thai society with equality among women and men. It also aims at working for society that lives on the basis of respect to human dignity and rights, promoting attitude in favour of gender role, living together happily, and women getting opportunity for capacity building and self-empowerment to fully participate in social, cultural, economic, political, management and administration life.

5.3.2 Institutions and Mechanisms for National Management

- The Department of Disaster Prevention and Mitigation has been assigned to play a key role in promoting preparedness and mitigation, management of disaster when it occurs, as well as coordinating with various agencies in taking action when it occurs and in rehabilitation.
- The Office of Women's Affairs and Family Development, Ministry of Social Development and Human Security, has got assignment as a national mechanism provided by article 17 of the act on National Administration Regulations B.E. 2545 (2002) and ministerial order on job description of the Office of Women's Affairs and Family Development B.E. 2545 (2002) with the task related to capacity building of women, promotion of gender equality, promoting and coordinating different state agencies to be aware of opportunities, impacts and justice of women and men in formulating administrative policies and implementation, as well as the task on driving national mechanism (CGEO/GFP).
- Given the above policies, state agencies have got financial allocation to enable them to integrate gender dimension in implementation of gender-based plan, activities and budget to accomplish the goal of gender equality in society
- There was cooperation between the Office of Women's Affairs and Family Development, Ministry of Social Development and Human Security taking care of policies on women in close collaboration with the Department of Disaster Prevention and Mitigation. This collaboration resulted in establishment of internal mechanism within the DDPM with formulation of a plan on gender-based disaster mitigation by providing opportunity for its personnel to learn and be aware of capacity building of women and promotion of gender equality in implementation of each unit, division, department and office to integrate gender-based operational direction, management and rehabilitation of disaster victims and communities after disaster.
- There was allocation of budget in the DDPM to promote knowledge and awareness in its personnel with policy to promote all its offices to translate the knowledge and implementation with the aim to help its personnel to integrate gender equality in their programs and methodologies of their work.

- There was coordination from the Office of Women’s Affairs and Family Development with units, divisions and departments having a role in disaster management, such as the Department of Local Administration, Department of Psychiatry, which promoted conditions to integrate gender role in disaster mitigation with local organizations.
- There is information coordination centre related to development of women status, promotion of gender equality, which made it possible to integrate gender role in disaster mitigation.
- The promotion of gender classification in information service of different organizations helped all of them to be aware and realize the importance of gender role and equality in the organization. They could also use the database from the gender classified information for planning projects and activities at all levels without separating it from their regular work. This made it possible for to drive gender role into methods and process of operation of all personnel working on disaster mitigation.
- There was training of personnel in the organisation and target groups, which made it possible to raise awareness and promote the significance of gender role in project and activity implementation.

5.3.3 Coordination and Network Building

- Since the work on disaster mitigation required collaboration and cooperation, network operation plus agenda that each organization had the task, integration of gender role in this collaboration for disaster mitigation among network organizations in implementing activities and disaster mitigation programs, which was a condition for a possibility of the role of the DDPM to take charge of this coordination of the network.

6 RECOMMENDATIONS

6.1 *Overarching Principles*

1. **Foundation in Humanitarian Principles.** It is essential to acknowledge that all human beings have an equal right to receive assistance, regardless of gender, ethnic group, social status, religion, nationality, age. In the management of disasters, and in particular in providing immediate relief and long-term rehabilitation, equitable and unbiased access to assistance must be ensured.
2. **Firm Basis in Human Rights.** Disaster relief must be based on humanitarian and human rights approach. Governments and aid agencies must ensure that relief and reconstruction activities are implemented without discrimination based on gender, class, ethnicity, religion, age and other factors. This is because women face barriers in terms of access and participation as a result of pre-existing marginalization and disempowerment caused by their socio-economic status and traditional cultural roles and expectations.
3. **Outreach to Marginalized Groups.** Governments and relief organizations must make a special effort to reach out to marginalized groups such as migrants, ethnic minorities, sex workers, workers in the informal economic sector (small fisher-folk) to ensure they have access to basic needs as food, water, shelter and health services. Existing, traditional methods of providing assistance are inadequate in reaching out to such groups.

6.2 *Economy*

In considering these recommendations relating to government agencies, it is important to consider the structure and context in which the government is currently working in Thailand. The Department of Disaster Prevention and Mitigation is the main government agency with responsibility for overall implementation of disaster management initiatives. However, in terms of promoting and implementing effective gender sensitive disaster management, a range of other government agencies also have roles to play, for example the Social Welfare Bureau, Ministry of Labor. Therefore, in coordinating with the government in Thailand it is necessary to coordinate with all of these different government agencies in order to ensure that an integrated and comprehensive approach to gender and disaster is developed.

However, considering specifically just the Department of Disaster Prevention and Mitigation to begin with, we have the following concrete strategic recommendations

1. **Upgrade Status and Raise Priority of Disaster Management Plans, and Reform and Integrate.** Since disaster management plans are available only at the department level, but in reality very many disasters are occurring all over the country, so the level of the disaster management plans needs to be raised to the national level to accommodate this. Such plans should be part of the National Economic and Social Development Plan for Thailand. In terms of the content of disaster management plans, in so far as they refer to prevention measures, they

- should not only refer to very specific measures such as warning systems, but the approach should be more holistic and consider the relationship of disaster risk with the changing environment, global warming, changing land use patterns etc.
2. **Mainstreaming Gender and Human Rights in Existing Disaster Management Master Plans.** Master plan for disaster management already has aspects related to participation, but this must be added to by ensuring the inclusion of the aspects of gender and fundamental human rights.
 3. **Gender Balance in National Decision-making Body.** In terms of the members of the committee for disaster management at the national level, currently the majority of committee members are male. Measures should be taken to increase the gender balance within this national decision-making body in order to ensure the participation of equitable numbers of male and female participants.
 4. **Structure And Operational Mechanism Of Organization.**
 - a. Establishment of a special agency with the mission on gender role as its main issue in operation, which has to be separated from the current agency.
 - b. More operational personnel should be recruited with assignment of this specific task to be proactive in driving this issue rather being just a regular operation.
 - c. There should be development of monitoring and evaluation system to gain information for ongoing development of the work.
 - d. There should be definition of roles of personnel of existing agencies in coordinating to promote gender role in different offices of the DDPM by supporting its personnel to get a chance of learning and implementation by allocating financial resource clearly for capacity building.
 - e. Following training of personnel, there needs to be appropriate monitoring and evaluation to ensure that the training received is achieving results in terms of changed working practices at both the central and field levels.
 5. **Promotion Of Knowledge, Understanding And Awareness Of Operational Personnel At All Levels.**
 - a. Design plan on capacity building for personnel of related agencies through training on integration of gender role for personnel at all levels.
 - b. Integrating gender role in workplace and operation in projects and activities as per necessary tasks must be adopted as clear strategy and plan of agency, not only as an activity. It should also be extended to cover projects and operational direction without restriction.
 - c. Development of indicators on integration of gender role, not only development of gender role in workplace, but these indicators should result in quantification of success and accomplishment of projects and activities that the DDPM is implementing.
 6. **Development Of Knowledge.**
 - a. There should be documentation of knowledge on gender role and disaster mitigation as direction of operation for its personnel.
 - b. It should support pilot project to create concrete model on integration of gender role in operation, projects and activities.
 7. **Development Of Gender-Based Database.** There should be development of standard in presenting information of the DDPM with classification of gender and age of victims and target group of its operation.
 - a. Modify the questionnaire that is detailed in the operational handbook in line with the regulations of the Ministry of Finance on “Government

Advances for the Emergency Assistance of Disaster Victims 2003” and to establish criteria for the evaluation of information in order to reflect gender and age group, in order to be used in developing efficient implementation plans as a guarantee that disaster victims will receive appropriate assistance.

- b. Develop the capacity of individuals in making use of information about disaster victims, of which there are many different groups, and in particular with regards to assessing the reality relating to victims and those responsible for providing assistance in the field. This capacity building should be provided to individuals from local administration organizations, provincial offices of the Department of Disaster Prevention and Mitigation, and other related government agencies working to provide assistance and disaster relief to the public, and including those responsible for working on prevention and rehabilitation. In order to develop the capacity to work to promote equality in disaster management it is not sufficient to provide training which only focuses on presenting principles of gender sensitive disaster management, but instead the training must provide individuals with the ability to take gender aspects and apply them to concrete action. And since disaster prevention and mitigation work is not limited only to the Department of Disaster Prevention and Mitigation, but instead involves a large number of related government agencies too, developing a plan for gender sensitive disaster management should include a target group which is wide and diverse, in order to involve all of the different groups who have a role to play at the operational level.
8. **Improvement Of Regulations And Measures That Favor Integration Of Gender Role In Disaster Mitigation.** It should add definition of ‘family head’ to help operational personnel to understand that this person could be either woman or man. There should also be training for information collector and assistance givers to have common understanding.
 9. **Allocation of Budget for Implementation and Training.** In order to facilitate appropriate focus and work on gender, the government should support the allocation of adequate budget for both training and also implementation in terms of gender focal points, which in fact is something the governmental is already providing some support for.

6.3 APEC

1. **Integration of APEC Guidelines with Overall Economic and Social Development Mechanisms of APEC.** APEC already has a good set of guidelines regarding gender and disaster management. APEC should consider the mainstreaming and integration of these guidelines into policy for economic and social development at the regional level.
2. **Awareness Raising and Promoting Implementation of APEC Guidelines.** APEC should make more effort to raise awareness about its already useful gender and disaster management guidelines. This awareness raising should extend to practical measures such as efforts to ensure the APEC guidelines are adopted and implemented in concrete ways in member economies.
3. **Creating Measures to Ensure Implement of Gender and Disaster Guidelines.** To support the practical implementation of APEC’s guidelines, a concrete overall

implementation framework should be set up to outline the timescales for implementation within member economies, and APEC should provide support to allow representatives from member economies to participate together in human resource development activities in order to provide them with the skills necessary to bring about concrete implementation.

4. **Long-term Commitment from APEC Regarding Gender and Disaster.** APEC should commit to promoting and supporting measures on gender and disaster in the long term. It should have a clear long-term strategy and overall plan for how it will continue to develop and support initiatives related to gender and disaster both at the regional level and within individual member economies.
5. **Dissemination of Information and Identity Building of APEC.** APEC should aim to disseminate information to the wider public in all of the member economies regarding its role in promoting gender sensitive disaster management. APEC should build the identity of its gender and disaster program so that it becomes well known by the general public in all of the member economies. APEC's work on gender and disaster should not be something that is known about only by a limited group of people who are directly involved with disaster management. Instead APEC should commit to raising the profile of this important work with the wider public.

6.4 Civil Society

1. **Awareness Raising and Capacity Building for Civil Society.** Generally civil society organizations have strong capacity in working directly with the public at the field level. However, many groups and organizations do not yet have enough awareness or capacity regarding working on gender and disaster issues. Support should be provided to raise civil society awareness regarding gender sensitive disaster management, and also to provide appropriate capacity building to allow civil society organizations to play an active role in field-level implementation. Such support could be provided directly by APEC, by the governments of individual member economies, or by aid agencies and other donors.
2. **Dissemination of Knowledge and Lessons Learned from the Civil Society Sector.** Many civil society organizations have been directly involved with gender and disaster work for some time, and as a result have built up a wealth of very useful knowledge and practical experience. The lessons they have learned from their implementation are invaluable and should be made use of by all sectors. To facilitate this support should be provided to help civil society organizations document and disseminate this information so that individuals and organizations from all sectors can make use of it in their work on gender and disaster.

6.5 Multilateral Aid Agencies

1. **Integration of Disaster Interventions into Wider Context.** The implementation and funding approach of multilateral aid agencies in the past has tended to be piecemeal and case-by-case. This kind of short-term intervention is not likely to

achieve the kind of lasting change needed to effect real change in terms of the implementation of gender sensitive disaster management. The recommendation is that multilateral aid agencies should consider longer term implementation strategies which give consideration to the wider context of issues within which issues of gender and disasters rest e.g. global environmental change and global warming, changing patterns of natural resource and land usage, the economic and social development plans of member economies etc.

2. **Strategic Funding in Order to Promote Gender and Disaster.** Similar to the previous point, funding mechanisms should have clear overall strategies so that funding is not allocated on a case-by-case basis to individual but unlinked initiatives, but instead contributes to overall strategic goals in support of the implementation of gender and disaster programmes. Such strategic aims might include things like strengthening the role of civil society organizations in working at the grassroots level, and linking the work of civil society organizations and government agencies together into overall programmes of work on gender sensitive disaster management.

6.6 Strategic Recommendations For Promoting Integration Of Gender Issues into Disaster Management Before And After Disasters

6.6.1 Ensuring Preparedness Before Disasters Occur

1. There must be awareness raising and capacity building initiatives to ensure the public are aware of the threat from disasters, and have knowledge about the type of disasters that might occur and the potential impacts of each.
2. Promote the role of communities in being at the center of developing gender sensitive disaster management at the local level.
3. Promote and establish relationships with partners from all sectors in working together on gender sensitive disaster management, including from the non-governmental and private sectors. There should be capacity building both to increase the ability to cooperate and coordinate, and also to give knowledge and skills related to gender and disaster.
4. Develop volunteer systems at the local level, and give them the necessary training and support to feel confident in their roles, including establishing clear roles and responsibilities, developing plans for gender sensitive disaster management, implementing activities to increase preparedness etc. In developing these volunteer systems, measures must be taken to ensure the volunteers come from diverse groups within the community, both geographically and socially, for example there should be volunteers representing different groups within the community such as women, ethnic groups, vulnerable and marginalized individuals etc.
5. In establishing volunteer teams, communities must consider the capacities of community members, and which roles would be appropriate for which community members according to the skills that they already have. There may need to be capacity building activities to build the capacity of community members to take on different volunteer roles if their existing knowledge and skills are not

sufficient. Some of the roles that need to be covered include monitoring for disasters which might occur and providing warnings to community members, helping with evacuation of the community to safe areas, providing education and awareness raising to people within the community, helping to provide first aid and immediate relief when a disaster actually occurs etc.

6. Support the development and establishment of appropriate warning systems at the local level within communities. The focus should not be on usual warning systems such as siren towers, as communities have voiced concerns that it is not always possible to hear these in all parts of the village, and women can have particular problems because their lifestyles differ from those of their male counterparts. Therefore those responsible for developing warning systems need to pay careful attention to women's lifestyles, and take this information into consideration when planning warning systems at the local level.
7. Similarly with the development of evacuation routes and safe places / shelters, the role of women in participating in the development of evacuation routes and safe places must be ensured, particularly because their lifestyles are different from those of men, and what is appropriate for the men in the community may not work well for the women in the community.

6.6.2 Immediate Response And Relief Phase

1. Affected people's right to participate in relief and rehabilitation of their lives must be respected and fulfilled. They should be supported to set up a local mechanism to manage relief assistance which represents interests of different affected groups, including marginalized groups of women such as migrant workers, small fishers, sea gypsies, sex workers and other informal sector workers.
2. Sustainable relief must be continued as long as affected people still have to stay in temporary shelters and do not have income to support themselves, while facilitating employment generation and income earning opportunities for women.
3. The Government should collect and provide gender disaggregated data to enable government and aid agencies to formulate gender-sensitive relief and reconstruction programmes and plans.
4. Camps and temporary shelters must be set up and constructed with gender sensitivity:
 - a. There must be separate toilets and bathrooms for women located at a distance not farther than 50m from the living quarters.
 - b. Ensure safety of women and children by providing lighting in the camp area and patrolling by the security personnel.
 - c. Ensure the size of temporary shelters to accommodate the family size and have a separate cooking space.
 - d. Ensure women's participation in temporary camp management and include them as members of camp management bodies.
5. Ensure community members especially women access to information on relief assistance and having clear idea on applying for such assistance to widely reach out to those outside camps and temporary shelters.
6. Develop guideline to all related agencies to have common understanding on financial compensation scheme to ensure women gain equal access to financial compensation, on individual basis, rather than to heads of household, which

usually misunderstood that it mean Man heads of household. to prevent discrimination of women.

7. Promote women participate in consultation and decision making process to ensure women's needs are addressed: from camp administration and disaster management committees to policy making bodies for reconstruction efforts. Involving women in aid distribution helps ensure fair and equitable assistance as they know better needs of families in the community or camps/temporary shelters.
8. Ensure equitable access to quality health services for women affected by disasters:
 - a. The government must grant access to health services to all affected women irrespective of their migration and registration status, whether they work in the formal and or informal sectors of the economy, whether they work or do not work. The right to health services is a fundamental human right guaranteed by Article 25 of the Universal Declaration of Human Rights, 1948.
 - b. The government must continue follow up and provide psychological support for women who lost family members, especially husbands and children. Psychological care should not focus on prescribing anti-depressants but on trauma healing care and support.
 - c. Provide training in gender sensitiveness to doctors and nurses so that they are more considerate and approachable to female survivors of disasters. e.g. They should inform female patients that missing a menstruation period during times of stress is common, and not something they should be worried about.
 - d. Health education must be provided for women to help understand women's health issues.
9. Relocation of affected communities must be implemented with community's consent:
 - a. The Government must consider the rights of the fishing communities to the sea and the coastal area when making decisions on relocating communities during disasters:
 - b. The government must respect land, property and housing rights of women and protect them from violence and eviction in dispute situations.

6.6.3 Rehabilitation and Reconstruction phase

1. Ensure restoration of sustainable livelihoods and employment generation for women:
 - a. Facilitate mobilization of women's group to analyze and help them identify income generating activities that match with their interests and skills, while recognizing availability of resources and markets for their products.
 - b. To facilitate employment generation, support establishment of community-based revolving funds. To ensure equity and transparency of revolving funds management, participation of all affected community members should be promoted. Rules and regulations for the management of revolving funds should be formulated by the community, with women's active participation, in a flexible manner according to particular needs, conditions and capacity of community members.

- c. Community based revolving funds require financial management skills. Community's capacity in transparent financial management needs to be developed through financial planning and accounting skills training. Through participatory approach, the community, with active participation of women, must be able to set a clear organizational structure, delegate roles and responsibilities and carry out effective financial audits.
 - d. Support to employment funds must be monitored and evaluated to make sure that access to loans and credit do not lead to increased indebtedness and overexploitation of natural resource towards commercialization.
 - e. Recognize the importance of women's participation in coastal resource management to ensure recovery of natural resources - an important asset for sustaining livelihoods and source of income for women in fishing communities. Employment generation for women in post-disaster rehabilitation phase must facilitate their food security, women's access to natural resources and poverty alleviation at the community level.
2. The Government of Thailand must recognize the fundamental human rights of marginalized groups living and working in Thailand, including migrants, ethnic minorities, stateless people, sex workers and others.
 - a. Promote, respect and fulfill fundamental human rights of all women irrespective of class, ethnicity, citizenship, religion, migration and registration statuses and other factors.
 - b. The Thai Government must grant citizenship to ethnic groups, such as sea gypsies and others, so that they can be protected and receive government support as well as have the right to participate in decision-making regarding development and natural resource management.
 - c. The Government must protect women migrant workers' rights by reviewing the existing laws and registration processes to ensure that women migrant workers have access to registration and have legal status in Thailand.
 - d. The Government must take measures to protect women migrant workers from exploitation and violence at home and at work. The government must regulate the tourism sector to recognize sex work to ensure sex workers are not exploited by bar and night club operators. Ensure that disaster preparedness plans such as evacuation drills and education on disaster reach marginalized women, such as fishing communities and women in entertainment industry.
 3. Ensure women participation in coastal resources management .
 4. Promote and support special project on gender and disaster management, especially to ensure reaching vulnerable groups.
 5. Promote women to participate in community relocation and house construction .This is to ensure needs and concern of women are addressed.
 6. Promote sharing and learning among community members as well as support building up of women net work for long term net working among themselves.

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List of Abbreviations

ADPC	Asian Disaster Preparedness Center
APEC	Asia Pacific Economic Cooperation
APWLD	Asia Pacific Forum on Women, Law and Development
ARC	American Red Cross International
CDD	Community Development Department
CEDAW	Convention on the Elimination of All Forms of Discrimination
CGEO	Chief Gender Equality Officer
CODI	Community Organizations Development Institute
DDPM	Department of Disaster Prevention and Mitigation
DEQP	Department of Environmental Quality Promotion
DIWA	Development Institute for Women in Asia
DLD	Department of Livestock Development
DMCR	Department of Marine and Coastal Resources
DMR	Department of Mineral Resources
DOAE	Department of Agricultural Extension
DOE	Department of Employment
DOF	Department of Fisheries
DOHe	Department of Health
DOHi	Department of Highways
DOL	Department of Lands
DOLA	Department of Local Administration
DOPA	Department of Provincial Administration
DPMA	Disaster Prevention and Mitigation Academy
DTCP	Department of Public Works and Town & Country Planning
EGAT	Electricity Generating Authority of Thailand.
FAO	Food and Agriculture Organization of the United Nations
FFW	Foundation For Woman
FSF	Federation of Southern Fisher-folk
GFP	Gender Focal Point
GFPN	Gender Focal Point Network
GHRED	Grassroots Human Rights Education and Development
ha	hectare
HPF	Thai Health Promotion Foundation
ICM	Incident Command System
IOM	International Organization for Migration
IOTWS	Indian Ocean Tsunami Warning System
kph	Kilometers per hour
MDG	Millennium Development Goals
MFA	Ministry of Foreign Affairs
MiICT	Ministry of Information and Communication Technology
MOAC	Ministry of Agriculture and Cooperatives

MOD	Ministry of Defense
MOE	Ministry of Education
MOI	Ministry of Interior
MoNRE	Ministry of Natural Resources and Environment
MOPH	Ministry of Public Health
MSDHS	Ministry of Social Development and Human Security
MWA	Metropolitan Waterworks Authority
NCDC	National Civil Defense Committee
NDPMC	National Disaster Prevention and Mitigation Committee
NDWC	National Disaster Warning Center
NGO	Non-governmental Organization
NHRC	Office of the National Human Rights Commission of Thailand
NSCT	National Safety Council of Thailand
OCSC	Office of Civil Service Commission
OWAFD	Office of Women's Affair and Family Development
PDR	People's Democratic Republic
PEA	Provincial Electricity Authority
PMO	Prime Minister's Office
PWU	Philippines Women's University
RTG	Royal Thai Government
SAN	Save Andaman Network
SCB	Siam Commercial Bank
SDF	Sustainable Development Foundation
SPM	Secretariat of the Prime Minister
TAO	Tambon (Sub-district) Administrative Organization
THB	Thai Baht – Thailand's national currency
TMD	Thai Meteorological Department
TRC	Thai Red Cross Society
TTVI	Thai Tsunami Victim Identification Center
UNEP	United Nations Environment Programme
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
USAID	United States Agency for International Development
USD	United States Dollars
WLN	Women Leaders Network

Annex A: Report “We Survive” - Synthesis of Focus Group Discussions with Tsunami Affected Communities in the Tsunami Affected Areas

This Report of Synthesis of Feedback from Focus Group Discussions with Tsunami Affected Communities in the Tsunami Affected Areas is an outcome of small group discussion and findings of interviews including documentation review conducted between July – August 2008, three and a half year after the tsunami that struck the Andaman Coast of Thailand in 2004. The tsunami impacted 6 coastal provinces in Thailand namely Ranong, Phang Nga, Krabi, Trang, Satun and Phuket. Despite the length of time that had gone passed, many tsunami affected individuals still have vivid memories of what had happened and never had forgotten as no one had thought that it would have happened to them. The participants of the group discussions had felt very lucky to be alive and be able to stand up and revive their livelihoods again.

The research team is composed of representatives from the Sustainable Development Foundation (SDF) and the Save Andaman Network which is a non profit organization that works closely with the coastal communities living along the Andaman Coast before and after the tsunami struck. Both of these non- profit organizations have been coordinated and facilitated by Office of Women's Affairs and Family Development under the Ministry of Social Development and Human Security to come and conduct this study. Both SDF and the Save Andaman Network work closely with the tsunami affected communities in the stated six affected provinces and still do so until the present day

1 Objectives of Small Group Discussion Among Tsunami Affected

- To study the impacts of disaster
- To explore and assess capacity of different organizations involved in post disaster relief in various stage of implementation, from preparedness, management during crisis and in the rehabilitation stage of the disaster.
- To explore different kinds of roles in disaster management, exercised by different type of organizations.
- To synthesize feedbacks and recommendation towards a more effective and sustainable disaster management in the future.

2 Guideline Questions Used During the Small Group Discussion (Questions Related to Personal Experience)

- Please describe your experience with disaster/the tsunami (every participants in the discussion group shared their experience with each other?)
- Where were you when the tsunami hit? How did react when you first heard that the natural disaster had hit/were you impacted by the disaster? How are member

of your family affected by the tsunami? What are your most vivid memory during the time of when you were affected by the tsunami?

- How have you able to manage yourself and your family? What has been significant changes in your life and your family, both positive and negative?
- At the present time, how are you able to support yourself and your family? Can you see how have you grown stronger and weaker in any way?

3 Questions Related to Gender/Marginalized Communities

- How have the disaster impacted women, children, marginalized group and the elderly people? and how are these impacts differ from the impacts found with other people?
- How have social assets such as the sense of community and sense of compassion help assisting the disaster-affected victims? Have these assets caused any problems?
- Do you have any views towards the community's committee who were responsible for disaster management? and what are your views?
- Do you have suggestions towards disaster management, especially if a disaster is to occur in the future? and how are these suggestions?

4 The Four Study Target Groups

1. Women groups whose members come from diverse background such as artisanal fisher-folk, ethnic groups, Moken communities who are mostly artisanal fisher-folk, the formal and informal workers and small-scale enterprise group. Among the group members, there are women who lost their husband and children. There are also women who had survived the disaster, but had lost everything including houses and properties. The participants of the group also include youth representatives, representatives from local housewife group, elderly. The sharing among these groups took place in 2 provinces namely Phang Nga, where villagers from tsunami severely impacted villages namely Nam Khem Village, Pru Teoy Village, Thap Tawan Village, Nai Rai Village and Thap Lamu Village were also invited. These were the villages that were badly hit by the tsunami and suffered tremendous loss. First sharing was held in Phang Nga Province and followed by Phor Island in Krabi Province
2. Male group which is made up of members who are merchants, teachers who live locally, village headmen, small-scale fisher-folk, workers including official staff who have lived in the affected areas. The sharing and dialog were held twice, first in Nam Khem Village and followed by Lanta Island.
3. Mixed male and female group whose members come from various livelihoods and backgrounds including religious leaders. The small group discussion was held in Phor Island in Krabi province, where the participants came from other affected provinces namely Trang, Satun, Phang Nga
4. Specific group of tsunami affected people with the forum was held in the affected area and representatives from NGOs, Tambon Administrative Organizations and

volunteers also attended. In each forum, there was no less than 15 participants. All data collection took place in August.

5 Summary of Forum Outcomes and Feedback of Individuals/Organizations

Women who participated in small group discussion and those who were interviewed. These are participants from diverse backgrounds and livelihoods and from various villages that were affected by the tsunami. They varied in age and groups such as youth, housewife and elderly.

5.1 Synthesis of the Feedback from the Sharing with Women/Elderly and the Affected Groups

5.1.1 Positive Impacts of the Disaster

- When you are affected by crisis situation such as a disaster, you see kindness in people without expected. It is a very touching to see tremendous amount of generosity and kindness of the people in the Thai society
- The government agencies have shown interest and has been increasingly active in working with the communities, hence an improvement of perception towards official staff.
- It has helped them to become stronger and able to handle other problems that may arise in the future because it has felt like they have seen and been through the worst.
- We have better quality housing. Some families now have a house which they never had before.
- We have made friends and met other people who share our loss and also be able to see true color of other people during time of hardship.
- Our partners/wife are able to understand us and we understand each other more.
- Proud to see what we are really made of, our ability and our own strength. We have also learned to work together to resolve problems.
- Have gained valuable experience from hardship, no where to go and no place to live.
- Better understanding of part and parcel of life and loss. Catastrophe and hardship come to us all

5.1.2 Negative Impacts Caused by the Disaster

- Loss of love ones, including children, husband and family members
- Realizing that they need to work with Tambon Administrative Organization for effective implementation
- Learn more about how other villagers are truly are, some are not as good person as we once thought they were. Feeling of disappointment
- Increase debt

- Loss of properties, old and much loved belongings that were destroyed and cannot be replaced.
- Feeling humiliated when they were standing in the queue, waiting for donation
- Unfairness as some people receive more than than the others
- Felt very frustrated when found large number of donated goods being damaged due to poor management
- Increased conflict and bad feeling among villagers due to careless and inappropriate post disaster relief operation.
- Unable to understand how someone could be overlooked and did not receive assistance, feeling frustrated over injustice in relief operation (some people with lesser degree of trouble, but still receive more assistance)
- Feeling traumatized when realizing that the land that one had lived since one was born became under the ownership of entrepreneur.
- Couldn't go out fishing as there were very little number of fish
- Dramatic increase in number of fishing vessels because some people who did not have boat before the tsunami are now having a boat, and those who used to have just one boat now have two or three.
- Disintegration of community following relocation organized by the government's permanent housing scheme during the rehabilitation phase.

5.1.3 Addressing Issues and Problems

A. Domestic Level

- “We are women and we have to be strong. We can resolve all problems befallen upon us.”
- “This is the chance for us to prove our strength and our will to fight. It is also a chance to help us realize the fact of life that nothing is certain, but one thing is sure that is certain is that if we are not standing up to face our problem, we wouldn't be able to carry on into the future”.
- “If we can fall, we can get up and pick the pieces again. We can learn new skills that will help us solve our problems. Now, it might be difficult to just carry on and do same things that we used to know because things have changed. So we have to adjust and change and do better”
- “Money that we received from donation has been used to support investment for our new occupation. Now, we are learning massage skills, which will be our new occupation. Not only that, learning new skills have brought us together and help each other, which we are very proud to do so”
- Many fishing families are facing problems of decline catch and so they often have to seek alternative income. Despite losses caused by the tsunami, many of them are still fighting knowing that helping hands are around. With the assistance on housing, they feel more secured, although they would need to continue to fight.
- “I have to be the rock of my family and give moral support to them. There is no need to cling to the past and we need the past go”

B. At Community Level

There has been a community mobilization to reorganize external relief that were flooded into the affected area. The mobilization was very crucial because it had

helped prevent villagers from falling out and in dispute with each other. The process has led to consultation and establishing community's coordinating center to plan and distribute relief and good equally to all victims.

- We have learned a great deal from tsunami and the knowledge and experience gained must be shared and transferred to our next generation in order for them to protect themselves from future disaster.
- We recognize the importance of community's solidarity and have dignity rather than waiting for assistance from outsider. Without our solidarity, the community would disintegrate. It is so important for each community to seek agreement and carefully choose who to work with to revive their village in the aftermath of the disaster. Assistance and relief operation must be transparent and accountable in order to promote trust. It is not worth fighting over money when it is not permanent, one thing that will remain for a long time is community.
- Coordination and linkages between various stakeholders and agencies are important in order to avoid duplication, hence more effectively able to address problems.
- There is creation of community's fund to support occupation development. Various occupational groups have been formed after new skills have been introduced, while also receiving financial help to run the group and earn extra income. However, after operating the group for a while, investment doesn't seem to grow and there has been a poor return. Some groups are becoming in debt due to poor planning of revolving fund.
- We cannot allow the men to take charge, to be leaders, to be committee members all the time. We have to take part and oversee everything as much as we can. It is clear that there has been a lack of transparency in relief distribution. We saw how sometime only close family of village's leaders receive more help than the others. because of this, we need to participate and prevent conflicts among villagers.
- There is a need to set up criteria, matching assistance with real need and making sure that there is equality and justice and taking into account number of members in a family. This can be done base on the database we have collected. Consultation, agreement prior to the implementation is crucial.
- Consultation and participation in house construction under the re-housing programme helped to create house that match the need of the dwellers.

5.2 Summary of Feedback of Tsunami Affected Male Group

5.2.1 Positive Impacts from the Disaster

- Increase interest in disaster preparedness and natural disaster from the public.
- Community's solidarity and strength.
- Increase understanding and sympathy towards wives and women.

5.2.2 Negative Impacts from the Disaster

- Loss of livelihood and business, need reinvestment and increase debt.

- Loss of properties result in poverty. Family members feel the pressure of seeking alternative methods of earning income, increase hardship, longer hours of work in order to increase pay.
- Loss of love ones namely wife, relatives, children. Some children have become so frighten of the sea. Fisher-folk have found it increasingly hard to fish.

5.2.3 Addressing Issues and Problems

A. At Domestic Level

- Receiving moral support from wife and family members
- Remarry if lost a wife
- Having to remind oneself that one need to be strong because one is a man and the rock of the family. As a man, one should not show emotion in order for the family members to lose hope.

B. Community Level

- Coordinate with government and private agencies who come to work in the affected areas.
- There is network of villagers who have problems of land right conflict.
- Increase enthusiasm and consultation about disaster preparedness among community members to promote safety.
- Mobilization of community members to support housing and land rights issue through the support of external organizations. One of the housing programme allows community members to pay rent for agreeable amount of time before they can fully own a house of their own, while before they just simply paying the monthly rent and had no money to buy a house of their own.
- Management of community's fund which will enhance community's ability to become more self reliance in the future.

5.3 Synthesis of Feedback from Tsunami Affected Female Youth Group

5.3.1 Positive Impacts from the Disaster

- Have learned about disaster and disaster preparedness.
- Realizing that one is capable and able to help others including the family members addressing many problems arise during the disaster.
- See love and care that parents give to us
- See solidarity among family members
- Have improved quality house to livelihood
- Impress with relief effort implement by the government and non governmental organization including general public. Feeling very proud to be born Thai.

5.3.2 Negative Impacts from the Disaster

- Sad and shock. Tsunami is an unforgettable experience and many are still left shaken.
- Feeling very sorry for family members, including oneself especially when they had to go and queued for donated goods. There was no point in life that they had thought that they would lose everything. Sometime, they feel hopeless towards life.
- Time has flown by, but problems still remain. More hard work with increase living cost.

5.3.3 Addressing Problems and Issues

A. Domestic Level

- As a breadwinner of the family and shouldering responsibilities of the family in the future, it is a good practice to be faced and challenged by disaster as difficult situation provides opportunity to test our strength.
- Realizing that disaster has help us to understand ourselves more and also help us to learn to develop ourselves as a person especially when we have to address problems. It is difficult to accept that we reach a point in life when we lose everything and have to start from the beginning again. This however, can be seen as a model of life and seen as a practice as we might have to redo this again in the future.
- Despite such a horrific experience, it is a good experience for personal development.
- We do not wish to see our parents suffer, so we have to help them shoulder some financial responsibilities and work harder.
- We have learned new skills and gained new knowledge from many organizations that have come to help us. This will help us in many ways in the future.
- We have widen our perspective and idea from this hardship caused by the tsunami.

B. At Community Level

So far there has been limited participation of female youth in addressing community's issues and concerns. Most of their involvement is still confined with domestic affairs. They have not been primarily targeted as key stakeholder of the consultation and hence not being able to take part in sharing. Majority of them spend time at home and help resolving domestic issues.

5.4 Synthesis of Small Group Discussion of Tsunami Affected Male Youth Group

5.4.1 Positive Impacts from Disaster

- Feeling of self value and believe that they are main rock of the family.
- Seeing roles of oneself in helping others who are in need.
- The disaster has made them realize that they have greater responsibilities towards their families and communities.

- Realization of the value of the family and values of being part of the community and the importance of togetherness within the community members.
- Feeling as if they are being reborn again. After picking their lives up again after the tsunami, they feel that they are stronger and involved in concrete activities in helping families and communities.
- Have gain opportunity to learn and develop new skills through partaking various activities organized by different activities that have come to work in the affected area. Feeling more capable.
- Widen perspective due increase socializing with other people outside their own community and able to join youth network and contribute in natural resource and mangrove conservation. Recognizing the importance of natural resource conservation.
- Better housing quality with greater security.
- Seeing reality of life especially injustice within the society. For instance the case of land rights violation.
- Recognizing personal rights and legitimacy to fight for homeland and the rights to remain and work on their homeland.
- Have learned about laws, which they did not have a chance before.
- Have opportunity to work with youth, whereas before spending time only working with parents.

5.4.2 Negative Impacts of the Disaster

- Feeling sadden by the situation and still very frighten by the experience even though time has passed.
- Feeling very sadden by the loss of family members and community members.
- The tsunami situation made them realize that the society overlook youth's assistance. This is because it is seen that most of the assistance to youth mostly come from school, meaning that children in informal sector or those that cannot go to school failed to access necessary assistance.
- There are some organizations that work specifically to help children and youth groups, but these have not been able to outreach all disadvantaged and affected ones. Many youth and children had to help themselves.
- Seeking job to earn income is not very easy, while earning is just as much as expenditure made to basic needs.
- It harder go to fishing and get good catch because of increase petrol price, while there is a decrease in fish population.
- Its is very worrying to see family being involved with land conflicts issues, especially when there is a high cost for lawsuit.
- The community has changed. Many families had been relocated to new area.
- There are many organizations working on the same issues and not very effective.
- There is inequality in the assistance being given to the victims, resulting in conflict among community members.

5.4.3 Addressing Community's Problems and Issues

- In order to genuinely addressing problems and issues, we must participate in decision making and implementation , rather than leaving it for others to sort things out for them.

- We recognize the importance of regaining and strengthening community's solidarity to promote peace and harmony in the community.
- We recognize the need to collectively work together to address problems. However, the tsunami has surfaced too many issues that we have to prioritize and assess our capacity in handling with the problems.
- We recognize the importance of working and fighting together as a network, especially in the case of land conflict. Also, recognizing that we need to constantly learn and pay attention to natural phenomenon. Not only the youth have to learn, but all of members in the community.
- We feel that we need to help adult in the community to form groups which will serve as a local mechanism which external organizations can coordinate and work with, hence reducing duplication.
- It is not sufficient to only allow the Tambon Administration Organization to have a role in addressing problems and concerns faced by the community members alone, we too have to be involved and play important roles.
- After becoming volunteers for disaster prevention and mitigation, many youth express that they have developed new skills and knowledge in order to help the community during emergency.

5.5 Synthesis of Feedback from Small Group Discussion of Local Organizations that Worked in the Tsunami Affected Area

The local organizations consulted included government organizations, non-government organizations, community organizations, volunteers, teachers and local administrative organizations.

5.5.1 Positive Impacts from the Disaster

- At the present time the community members see the importance of striving to learn more about the nature as well as promoting disaster preparedness in order to reduce risk.
- Originally, The Local Administrative Organizations had mandates and responsibilities in disaster management, but this has not been implemented clearly. After the tsunami, it is found that the organization has become more active and pay greater attention, resulting in a formulation of local disaster management plan which community is central, with clear allocated budget.
- Have gained knowledge about disaster preparedness for risk reduction through development of evacuation route which the local communities had contributed in designing and make it as their own community's disaster management system.
- The schools see the importance for developing teaching syllabus to help students learn and understand more about natural disaster and how to manage themselves when disaster hit. They have also tried to organize drill and teaching trial in house.
- The teacher teams have interest in integrating disaster aspect into various subjects.
- Students have new stronger and safer school buildings as replacement from those ones that were destroyed by the tsunami. At the present time, some schools are working closely with the local communities to emphasis importance of close coordinate between community and school. This helps reassure parents that their children are safe when they are at school.

- The community members are able to use school venue as refugee area during disaster.
- Impressed with generosity and kindness of the Thai Society
- See and appreciate commitment of many organizations as well as their flexibility which allow government's staff to be able to help the community.
- Recognize the strength of many public service organizations and private organizations that have come to work and help the affected communities. They have been working consistently and aim to work with the communities in the long term, rather than one off.
- Saw the strength of the Thai Society which is a valuable social asset that needs to be preserved.
- Impressed with government's swift responses in implementing relief operation and volunteers' effort both from Thailand and overseas that have come to work with the affected communities.
- Have gained a better understanding of the nongovernmental organizations whereas in the past never know what they are and do.
- Able to see the strength and capacity of the Thai society for being able to work together to address problems giving collaboration.
- The disaster has provided enabling environment for the non governmental organizations to renovate and integrate their work plan to become more comprehensive rather than focusing in one specific area of development. This has allow them to link development and environmental conservation with disaster management.
- Recognizing the values and strength of community networks that have been developed and created by the community themselves.

5.5.2 Negative Impacts of the Disaster

- It was clear that there was chaos in the Thai society as a result of a lack of disaster preparedness and there was problem with working with local mechanism that has been set up externally and officially as these mechanisms are still developing and not have enough experience and knowledge in disaster management.
- Database management:
 - The data collected by officials' questionnaires did not reflect reality and did not segregate sex and ages of the affected people. This made it very difficult to analyze and synthesize the data.
 - Repetition of data as a result of poor data collection planning. Mostly data are not useful for staff and public to support their work in post tsunami relief.
 - The data does not reflect reality of the victims. Sometime, data of those who did not affected by the tsunami were collected. In some case, this was because the relatives of the community's leaders who wish that particularly family or individual received assistance even though they were not affected.
 - There was a lack of standard in synthesizing and assessing documentation of the tsunami victims. If standard exists, it should have been accessible for other organizations who could use it for planning.
 - Data collection was mostly done by local community's leaders with poor people's participation. Women have been mostly excluded from the process as they had not been involved in the community's activities much. The

affected people lose trust with staff that came to collect data, and do not understand how the data would be used.

- because data was not used and presented in effective manners, many organizations were able to use existing data for designing relief operation effectively and start new data over and over again.
 - Government staff who were responsible for data collection did not have a clear mandate and direction to use or develop the data. This means that data collection process for the tsunami victims became an add on task rather than an integrating part of the overall agencies.
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- Operation process between government and non governmental organizations lacks of coordination and collaboration
 - Lack of effective planning and system for distribution of donated goods. Many donated goods were wasted and damaged.
 - Distribution process had made the victims felt worse and there was no system. There was a lack of gender sensitivity and failed to meet the needs of women and marginalized group. These groups have special needs that differ from affected people.
 - Disputes have been created because of the good intention of different organizations that came to provide assistance, but failed to agree on a common ground and lack of consultation among each other. Poor coordination has clearly contributed to dispute among affected communities, gossiping, lack of trust and losing of encourage in a situation that is already discouraging, hence results in community's break up.
 - There is an insufficient interest given to gender aspect of disaster management, resulting in women being treated just like other tsunami affected people although their circumstances are very different and need special attention. In general, women are the one who shoulder household responsibilities and had little time to participate in community's activities comparing to male villagers. because of limited opportunity, women's knowledge, ideas and chance to participate in decision making are low. They are often being discriminated in the relief operation and face women's rights violation.
 - An understanding about different between women and men as disaster victims have not been gained and often being viewed as trivial issues that does not deserve to be mentioned. because being constantly overlooked, it has been difficult to identify direction and appropriate methods that would uplift women's status in disaster management and community development.
 - There is still no clear mechanism within the community for providing fair assistance to marginalized group such as namely migrant workers, elderly and disabled people within the community. Without this, there is no guarantee if these groups of people would receive fair and equal assistance like others.
 - Community's participation and risk reduction:
 - Community's participation has been highly recognized by the government and private organizations. However, there remain limitation because only formal community's leaders are given opportunity to participate and there is not enough field process that encourage different groups of community members, including informal leaders to participate
 - Women are not given enough opportunity to have a role in identifying activities related to disaster management including designing and developing

evacuation route, identifying safe area, planning or improve local mechanism to be able to handle disaster.

- Financial assistance and compensation:
 - The majority of people do not understand government's working system and policies therefore you did not apply for compensation and assistance, while some who had understood and did so. because of this the tsunami affected people view government as discriminating.
 - Identification of proof and evidence for database which used for relief management based on house registration, ID or confirmation from community's leader, did not seek people's consultation, resulting in gaps in assistance and inequality.
- Various planning processes for occupational and economic rehabilitation:
 - There is a issue about accessing community's data and the level of their participation in decision making in various rehabilitation projects. Many of these projects are designed and created by external organizations, resulting in projects does not aiming to addressing community's problems and issues. These projects are for example tourism development projects, special economic development project, infrastructure development project, road construction project and airport etc. Also, warning tower, sign posts and evacuation route sign have been created with low community's participation resulting in these tools being install inappropriately.
 - Society tends to view that men are the breadwinner of the family, resulting in discrimination against women when comes to compensation
 - Assistance in the form of new occupation have created more burden for women

5.5.3 Addressing Community's Problems and Issues

A. Domestic Level

- Non-governmental organizations place importance in providing assistance to each family that have problems and also case specific assistance.
- Government agencies provide support to orphans' families such as the the Ministry of Social Development and Human Security who provided emergency housing for the orphans.
- Public Service organizations coordinated with government in providing special assistance to orphan by seeking foster parents for the orphans.

B. Community Level

- Worked closely with the Local Administrative Organization in distributing donated goods, collecting data, organize temporary and permanent housing for tsunami affected victims
- Worked with community to build capacity and develop disaster management at the community level. This includes work on installing evacuation sign, organize installment of warning tower, develop community's disaster prevention and mitigation volunteer group which is now establish to help as back up for the Local Administrative Organization.

- Gain a better understanding about disaster and develop new skills together with school and community members.
- Occupational development such as boat reconstruction, fishing gear repairing, establishment of both traditional and new occupation.
- Developing Network for the Conservation and Rehabilitation of the sea, Network for Resolving Conflicts for Tsunami Victims, and organizing Tsunami Memorial Day
- Larger amount of budget is being earmarked for community's rehabilitation, especially healthcare and mental rehabilitation.
- Increase interest towards women's and youth's participation in addressing community's problems and issues.

6 Roles of Marginalized Groups in Different Disaster Management Phases

6.1 Roles of Men, Women and the Elderly

Disaster Management Phase	Roles of women/elderly during pre and post natural disaster		How do women/elderly and marginalized people have been emphasized or overlooked in different stage of disaster? How do they have a role in disaster management?
	Male	Female	
Pre Disaster	Engage in fishery, work away from home and also participate in community's activities.	Shoulder household responsibilities, look after children/family's welfare, look after the sick and the elderly, helping husband during the post harvest and sorting out the catch to be taken to the market. Seek secondary income when there is a chance.	Most of the women are too busy with household work, hence have little change to partake in social activities.
Mitigation	Have opportunity to take part and involve in the consultation about how to minimize risk and loss from natural disaster, while being able to maintain the same livelihood.	Shoulder household responsibilities, look after children/family's welfare, look after the sick and the elderly, helping husband during the post harvest and sorting out the catch to be taken to the market. Seek secondary income when there is a chance.	Women do not have opportunity to participate or being consulted in loss mitigation plan because there has not been a lot of organizations that come in and organize special activities for women, not to mention marginalized people or migrant workers who do not have ID cards, hence are not able to access assistance.
Creating Preparedness	Have participated in training organized in the community. There has been an effort to compile and organize important document to ensure ease of transport when disaster strike.	Shoulder household responsibilities, look after children/family's welfare, look after the sick and the elderly, helping husband during the post harvest and sorting out the catch to be taken to the market. Seek secondary income when there is a chance.	The majority of women loses out and have been unable to participate in consultation process or participate in community's activities, only small number of them have been able to do so. The elderly do not have opportunity to partake in community's activities.

<p>Post Disaster</p>	<p>There has been effort to draw up evacuation route and construction of safe area. Community volunteers have been recruited, especially to oversee the mitigation and prevention of disaster. Evacuation drills have also been exercised.</p>	<p>Shoulder household responsibilities, look after children/family's welfare, look after the sick and the elderly, helping husband during the post harvest and sorting out the catch to be taken to the market. Seek secondary income in the case where the family's breadwinner died in order to ensure sufficient income in brought into the family. In some occasion, women have participated in evacuation drills</p>	<p>The majority of women loses out and have been unable to participate in consultation process or participate in community's activities, only small number of them have been able to do so. Occasionally, communities organized activities specially for women or when male members of the community see that it is important for women to participate</p>
<p>Rehabilitation and Development</p>	<p>Engage in fishery, work away from home and also participate in community's activities.</p>	<p>Shoulder household responsibilities, look after children/family's welfare, look after the sick and the elderly, helping their husband during the post harvest and sorting out the catch to be taken to the market. Seek secondary income when there is a chance.</p>	<ul style="list-style-type: none"> - Women are able to access community's fund that has been supported, hence have potentials in developing secondary livelihoods. However, they face obstacles in developing knowledge and skills in conducting the secondary livelihood. - Marginalized groups are unable to access assistance organized by government organization, but have been able to receive assistance from public service organizations. - The elderly are able to receive assistance from the government.

6.2 Roles of Various Different Marginalized Groups

Pre Disaster Phase						
Specific Disaster Management Phase	Roles of various different marginalized groups					How is the project directly involving and contributing to the benefits of women, elderly, vulnerable groups and disable groups?
	Male	Female	Youth	Elderly	Local Administrative Organizations	
Livelihood	- Involve in fishery, work away from home and have role in community activities	Shoulder household responsibility, look after children/family's welfare, look after the sick and the elderly, helping husband during the post harvest and sorting out the catch to be taken to the market. Seek secondary income to help husband supports the family	Youth in schooling age go to school - youth from fishery family help their parents in fishing activities Some youngster do not have anything to do some work as hired laborers	- Stay at home - Help out in domestic affair, and look after children - Strong male members of the community tend to become villager leaders - Work in small job such as making fishing gears.	- Operate in accordance to framework of mandate in mitigating and preventing disaster - In some villages, they work with the Department of Disaster Prevention and Mitigation and so have been trained, although many of them do not appreciated the skills and knowledge being transfer, but seeing its obligation and collaboration with government. - Interest and enthusiasm on disaster management with the Tambon Administrative Organization is very low.	The majority of women are too occupied with domestic work and have no time to take part in community's social activities.

<p>Mitigation</p>	<p>Have opportunity to take part and involve in the consultation about how to minimize risk and loss from natural disaster, while being able to maintain the same livelihood.</p>	<p>-Shoulder household responsibilities, look after children/family's welfare, look after the sick and the elderly, helping husband during the post harvest and sorting out the catch to be taken to the market. Seek secondary income in the case where the family's breadwinner died in order to ensure sufficient income into the family</p>	<p>- Some youth members show interest in help addressing community problems by means of addressing how to minimize loss as a result of disaster -Majority of youth members play important roles during pre-disaster phase and only some show interest in hearing and would like to play a role in community development</p>	<p>-Stay at home -help out in domestic affair, and look after children - Male tend to be community leaders -Have primary occupation such as making fishing gears -Elderly people that are still healthy remain community's leaders or are well respected remain contributed towards community's development welfare. The y also help identify direction for community's disaster preparedness - In some cases, they become the main organizers for the above activity. - Women are usually the ones who look after the elderly, the sick, the disable member or female young member of the family</p>	<p>- Have mandate in Disaster Prevention and Mitigation in their local authoritative areas and have mandate to assist a provincial governor , district officer and local agencies in accordance to instruction - Issue disaster warning to the local communities - Coordinate with different relief agencies to operate and help the victims in the affected area. - Seek and facilitate venues, tools and transports from the government departments - Coordinate with relevant government agencies to install community's warning tower - Develop community's information to evaluate risk - Identification of safe area during disaster</p>	<p>Women do not have opportunity to participate or being consulted in loss mitigation plan because there has not been a lot of organizations that come in and organize special activities for women, not to mention marginalized people or migrant workers who do not have ID cards , hence are not able to access assistance</p>
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<p>Disaster Preparedness</p>	<p>Have participated in community training organized in the community</p> <p>Important document have been compiled and organized for convenience of transport during emergency</p>	<p>Shoulder household responsibility, look after children/family's welfare, look after the sick and the elderly, helping husband during the post harvest and sorting out the catch to be taken to the market. Seek secondary income</p>	<ul style="list-style-type: none"> - Youth in schooling age go to school - Youth from fishery family help their parents in fishing activities - Some youngster in the village do not have anything to do - Some become hire laborer in the village - Some youth, mostly male become social volunteer in disaster management 	<ul style="list-style-type: none"> - Stay at home - Help out with domestic affair, and children - Male tend to be community leaders - Have small occupation such as making fishing gear 	<ul style="list-style-type: none"> - Recruiting volunteers for disaster management (warning system and work with the Tambon Administrative Organization in disaster prevention and mitigation) - Budget allocation for training - Evacuation drill - Coordinating with government and private agencies to support the promotion of occupational development and environmental conservation, formulating community's development plan 	<ul style="list-style-type: none"> - On the overview of post disaster rehab process, there is no specific procedure that enhance or provide opportunity for women, elderly, youth and marginalized people to participate in the decision making and take part in the implementation. - Women lose opportunity to learn and participate in consultation - Only small number of women participate in activities for instance the elderly member who already have leadership role - Some youth are able to participate
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Disaster Management						
Specific Disaster Management Phase	Roles of various different marginalized groups					How is the project directly involving and contributing to the benefits of women, elderly, vulnerable groups and disable groups?
	Male	Female	Youth	Elderly	Local Administrative Organizations	
<p>Management</p> <p>There has been effort to draw up evacuation route and construction of safe area. Community volunteers have been recruited, especially to oversee the mitigation and prevention of disaster. Evacuation drills have also been exercised.</p>	<p>Shouldering household responsibility, look after children/family's welfare, look after the sick and the elderly, helping husband during the post harvest and sorting out the catch to be taken to the market.</p>	<p>- Some villagers have roles as community's volunteers and involve directly in organizing activities to address dispute issues, organize youth learning groups to share views with adults and help draw up plan for disaster management.</p>	<ul style="list-style-type: none"> - Stay at home - Help out in domestic affair, and children - Male tend to be community leaders - Have small occupation such as making fishing gear 	<ul style="list-style-type: none"> - Play roles in distributing goods and basic needs such as food and medicine - Take part in compiling information of disaster affected victims. - Serve as central coordinating center to provide assistance to the victims and help identify 	<p>The majority of women loses out and have been unable to participate in consultation process or participate in community's activities, only small number of them have been able to do so. Occasionally, communities organized activities specially for women or when male members of the community see that it is important for women to participate</p>	

		Seek secondary income in the case where the family's breadwinner died in order to ensure sufficient income into the family			land for building temporary/permanent houses - Ensure assistance being channeled to the need equally and rapidly	
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Rehabilitation and Development						
Specific Disaster Management Phase	Roles of various different marginalized groups					How is the project directly involving and contributing to the benefits of women, elderly, vulnerable groups and disable groups?
	Male	Female	Youth	Elderly	Local Administrative Organizations	
Rehabilitation Development	Fishery, work away from home Play important role in community's activities	Shoulder household responsibilities, look after children/family's welfare, look after the sick and the elderly, helping husband during the post harvest and sorting out the catch to be taken to the market.	- Some youth have voluntary role in disaster management, but they have not received enough and consistent skill development from the government - There are NGOs that work with youth group, but there are very few of them	- Stay at home - Help out in domestic affair, and children - Male tend to be community leaders - Have small occupation such as making fishing gear	- Formulation of community rehabilitation and development plan in accordance to the framework of the Tambon Administrative Organization. This includes development plan on Community's Economic Development Plan and Natural Resource and Environmental Conservation	- Women are able to access community's fund that has been supported, hence have potentials in developing secondary livelihoods. However, they face obstacles in developing knowledge and skills in conducting the secondary livelihood.

7 Comments and Recommendations

Key recommendations that are formulated from lessons learned and feedback from various groups of tsunami affected victims and useful for developing appropriate direction towards gender sensitive disaster management are:

1. Government agencies including public service organisations should promote community's participation and encourage the community in playing significant roles in promoting community's preparedness. They should also help develop community's capacity in being able to cope with natural disasters that might return in the future. This can be done through help improving knowledge and promote understanding among community members so that they can go on and develop their own local mechanism of disaster management, which is comprehensive in planing and have careful planning and accurate implementation based on their own experience.
2. In order for the community member to be able to do so, there is a need for them to be educated and have understanding about disaster before they can clearly define approach and procedure in developing community's preparedness as well as having capacity to manage the disaster whenever it occurs.
3. The community development process so far has not sufficiently encourage community members to participate and contribute ideas for natural disaster management plan. Most of the coordination has been directed towards the local administrative organisations, therefore it is not certain whether community's strengthening and disaster preparedness could be achieved. What needs to be done more is to coordinate and engage various community group so that they can build capacity, learn and contribute ideas and thoughts into the process.
4. If to promote gender sensitive disaster management, there is a need for staff or personal to try to outreach women's groups because they are mostly excluded or restricted their time at home. Many women do not understand and do not see the importance of their roles and contribution as they were not given information and did not receive much opportunity to learn. Without concerted effort to target women to be involved in each steps and procedure, women would remain excluded.
5. Staff who aims to work with women group cannot expect their participation automatically, but these staff need to have understanding and skills in working in women in order to promote gender sensitive disaster management.
6. Current problem and issue that needs to be addressed is to increase community's participation and ensure that the data is segregated and systemised into sex, age and group, children, youth, elderly so that the data become more useful for other organisations.
7. Various organisations should identify overall implementation plan, rather than identifying one off activities. The operation should be consistence and aims to create concrete outcome, developing the target area to become pilot sites of the Department of Disaster Prevention and Mitigation which already had implementing sites as well as introducing gender sensitive aspect. This would make gender sensitive in disaster management become more realistic without being discriminated. In additionally, this strategy would create opportunity for women to participate in community's development activities, making invisible or having to wait for assistance, but rather become valuable human resource that

work for and with their own community in improving disaster preparedness and effective disaster management

8. In order to achieve the consistency of implementation, there is a need for various agencies to have clear policies with allocated budgets in order to allow human resource and personnel to and go closely with the community at the local level as well as local mechanism such as the Local Administrative Organisations. This local mechanism is very much in need of training and capacity building. They need to learn how to further transfer knowledge and conduct training where the community becomes the central core of disaster management. In the past, the local administrative organisation has not recognised the importance of disaster management, but after the tsunami, there has been an increasing interest about disaster management. However, there is an issue of efficiency due to a lack of understanding about disaster and gender sensitive disaster management. Therefore, if there are activities organised to promote creative learning process at the local mechanism level, there should be a knock on impact whereby the local administrative organisations, which have mandates to work with local communities, are able to work more effectively. At the present time, the local administrative organisations view that if only the various organisations that work in the community organise a forum to conduct a consultation to create a room for collaboration and draw up comprehensive implementation plan, it would lead to a development of human resource and other valuable resources that would support capacity building to both the communities and the local mechanisms in addressing problems as well as being able to upscale the development work where women are actively engaged and take part in the decision making and implementation.

Annex B: Report “Women in Times of Disaster” – National Validation Workshop

1 Presentation of Findings of Study in Thailand by Ms. Ravadee Prasertcharoensuk, Director of Sustainable Development Foundation

Today’s meeting is supported by the Office of Women’s Affairs and Family Development and the Department of Disaster Prevention and Mitigation.

What I will be able to present today is a report regarding a number of small group forums which have taken place. I do not yet consider this to be the formal output of the study. Today we will be able to review the output of the small groups forums, and develop the research findings together from there.

The objectives of the study in Thailand are not simply to conduct research about gender and disasters, but to try to influence both policy and implementation here in Thailand.

I won’t try to present all of the details of the study since there is not enough time, so instead I will try to draw out specific issues of interest.

The study in Thailand was conducted as a part of Sustainable Development Foundation’s overall program of work on disaster management e.g. the foundation is currently working to promote community-based disaster management in collaboration with the Department of Disaster Prevention and Mitigation. With this work as our foundation we then went on to analyze existing policy and legislation, and then proceeded to look at the real situation that we find at the field level.

There were a number of different study groups that were consulted, as follows:

- Vulnerable groups – where the studies were conducted in conjunction with the Foundation for Women.
- During a meeting in Trang province in the South of Thailand on the theme of community-based disaster management. The meeting was conducted together with the Department of Disaster Prevention and Mitigation and covered about 5 different provinces. There were a total of around 60-70 participants.
- Island groups / marginalized groups. This involved a 2 nights stay on the islands of Koh Bor and Koh Lanta.
- A study on the main island of Koh Lanta, which focused on ethnic groups at the village of Sang Ka Ou. Only men attended during this study. But many other villages on the island of Koh Lanta were studied, and local non-governmental organizations and local traders also participated.
- The studies covered both victims of the Indian Ocean Tsunami as well as those who play roles in providing assistance and rehabilitation following the disaster.

As a result of the study the following documents have been produced:

- A document detailing the views of different groups of individuals e.g. children, women, civil servants.
- A policy analysis document.
- A case study regarding the experiences of the community at Ban Nam Kem village in the South of Thailand.
- A document comprising the personal opinions of Ms. Ravadee Prasertcharoensuk regarding the approach of the Department of Disaster Prevention and Mitigation with regards to gender issues.

There is a document which provides a checklist for analyzing the capacity of different sectors in addressing gender and disaster issues.

The presentation I will make today will proceed as follows:

- I will present about the impact of the tsunami here in Thailand.
- I will discuss the issues that came up from the study and the assessments.
- I will provide some additional views and thoughts which I have.

APEC itself has conducted an analysis and has found that the financial cost of rehabilitation following a disaster is approximately 8 times the cost of implementing measures to improve preparation before a disaster occurs.

The impact of disasters upon people is not always the same for everyone. The vulnerability of individuals before the disaster impacts is a very important factor. The role of women as care providers and heads of households does not stop once a disaster occurs. But the difficulties they face following a disaster clear increase. These are the kind of details which must be taken into account when planning regarding disasters.

Marginalized people, for example migrant workers and ethnic groups, also face particular problems. They are not considered to be Thai nationals. The assistance received by marginalized people is often more dependent on the actions of people working at the field level than it is on current policy.

Regarding policy, there is a clear policy direction to promote gender equality. For example the Royal Thai Government has signed up to a range of agreements on gender equality. The Thai constitution also supports equality and promotes the role of women. And there have been cabinet resolutions to promote equality within government departments e.g. the introduction of gender focal points within government departments.

And the Department of Disaster Prevention and Mitigation as well as the Office of Women’s Affairs and Family Development both have rules and regulations regarding gender equality. All of this, along with the associated planning that has taken place to try and realize all of these measures, is a very good starting point. Any beyond this, there have been further efforts by both the Ministry of Public Health and the Ministry of Labor. So a good structure is in place in Thailand.

Some issues and limitations:

- Regarding the Department of Disaster Prevention and Mitigation, while the department’s strategy contains some material about gender equality, more work is

needed to realize this at the lower levels of the department, and there need to be more concrete activities.

- Allocation of budget is another issue. There is training on gender issues, but it is not an integral part of overall staff development plans, and the training does not have particularly clear objectives.
- Those who receive training are not sure about how they should go on to apply what they have learned, and are not sure what the level of acceptance will be if they try to implement gender related activities.
- When information is gathered about those affected by disasters, the national identity cards carried by Thai citizens are used to identify individuals, so the information collected clearly identifies whether people are male or female.
- But when the information is subsequently presented, presenting the information in such a way that highlights gender is not always standard – sometimes gender-based presentation happens, sometimes it does not.
- So the information is there within the department, and the department should try to make better use of it.
- Regarding training on gender issues, such training should be mainstreamed, rather than keeping it as something specific and separate.

More about the nature of the problem in Thailand:

- If we look at the traditional roles of men and women, women’s roles tend to prevent them from fully participating in activities.
- Special focus needs to be given to women and to families when it comes to distributing relief items, and women and families often do not receive enough, while at the same time others may receive much more than they need.
- And to compound this problem, when women feel that they have not been provided with enough assistance and are confident enough to ask for more, then often other people within their community will criticize them for this.
- Access to information is not as good as it could be.
- Local leaders tend to have good access to information about rights to different kinds of assistance.
- But villagers themselves, and women in particular, are usually not aware of their rights to claim assistance.
- As a result of this they can miss out on the chance of receiving assistance.

Regarding housing:

- The rush to quickly rebuild housing following the tsunami resulted in the enforcement of certain designs and certain locations which were sometimes not appropriate or not what the communities desired.
- In the temporary camps, bathrooms were in some cases not clearly split between men and women.
- The lighting around toilets, and along the pathways between accommodation buildings and toilets, was insufficient.
- In the temporary camps, committees were established to take care of safety, but there were incidences where the members of some of these committees sat and drank alcohol in the evenings, so it did not make the women in the camps feel any safer.

- There were not enough partitions to provide privacy and kitchen space in the temporary accommodation and temporary camps.

Vulnerable and marginalized groups, including sex workers, were marginalized from the rest of the community and so did not receive appropriate assistance.

Extra programs and assistance were provided via schools. But women whose children were not yet of school age, or whose children were otherwise unable to attend school, were left out of these extra programs and miss out on this kind of additional assistance.

The Ministry of Social Development and Human Security as well as a number of non-governmental organizations have clear capacity to be able to assist with a range of gender related issues. But women don't know about this kind of help, and don't have access to this kind of information.

Some people, although quite badly affected by the tsunami, did not meet what were perhaps overly strict criteria regarding the provision of assistance, and so did not receive the same level of assistance. For example, for those whose houses were not completely destroyed or who did not lose family members during the tsunami, their ability to access assistance was not the same.

The concept of ‘head of household’ was another big problem following the tsunami. Socially speaking, people tend to assume that the ‘head of household’ will be the man in the family. In households where the man was not the main earner and source of income, women should have been provided with more assistance, but were not.

Regarding preparedness:

- A lot has been done and a lot of budget has been spent – billions of Thai baht.
- There are warning systems, evacuation signs, relief items etc.
- But some of the problems we find include:
 - warning systems that do not reach all areas i.e. are not able to be heard by everyone e.g. in the case of island communities.
 - inappropriate evacuation routes e.g. evacuation routes which use stretches of coastal road, and therefore cause people to be in the danger zone for longer than they should.
 - sub-district administration organizations – under current policy, they should take a lead role in disaster management at the local level, but they have limited capacity and experience to be able to do this.

A summary of some overall problems and issues:

- limited knowledge and capacity of individuals.
- insufficient thought given to gender in developing and implementing activities and projects.
- need standards regarding presenting information so that differences between sexes and issues related to gender become more visible.
- need to develop indicators which measure whether there is gender equality and whether gender issues are being addressed.
- currently there is not clear system for ongoing monitoring and evaluation related to gender equality and gender issues in times of disaster.

- there is a clear need to develop good quality information and knowledge regarding gender and disaster that can be disseminated widely, and to learn lessons from past implementation and experiences and make these lessons widely available also.

2 Reflections from Mrs. Anusorn Inkhampaeng, Director of Bureau of Gender Equality Promotion

Overall view of Royal Thai Government’s efforts to address gender equality both generally and with regards to disaster risk management:

- The government is undertaking a process to promote and increase capacity for ensuring gender equality.
- There is a cabinet resolution requiring a Chief Gender Officer and a Gender Focal Point to be established within every government agency.
- But the government’s master plan for addressing gender equality and gender issues is still separate and distinct from the government’s other plans and from the plans of individual government agencies.
- In order to improve the effectiveness of the government’s plans for addressing gender equality, gender equality should be part of the general, day-to-day plans of both the government as a whole and also of individual government agencies.
- The government’s master plan includes specific activities and projects aimed at promoting and strengthening gender equality as well as addressing specific gender issues.
- Additionally, the government’s master plan also includes activities aimed at building the capacity of individuals within the government and within individual government agencies so that they can working more effectively towards addressing gender equality and gender issues.

Many government agencies and non-governmental organizations witnessed and experienced problems related to gender equality following the Indian Ocean Tsunami which occurred in December 2004. The Ministry of Social Development and Human Security was approached for advice and help regarding the problems and issues which were being encountered. In response, the Office of Women’s Affairs and Family Development is currently leading the development of a manual regarding addressing gender issues in disaster management. A range of different government agencies and non-governmental organizations are assisting in the development of this manual. So whilst the Indian Ocean Tsunami was a tragic disaster, it has however provided an opportunity to focus on and address important gender issues.

The APEC Gender Focal Point Network is supporting and facilitating this regional initiative to promote and strengthen gender equality and address gender issues in disaster management. The network’s project steering committee has now received reports on gender equality in disaster management from each of the member economies participating in the study. Arch. Encarnacion N. Raralio, Principal Researcher from the Philippines Women’s University is the main overall coordinator for the study. Sustainable Development Foundation is the organization leading and coordinating the study here in Thailand.

Some other recent initiatives to address gender equality on the part of the Royal Thai Government and the Office of Women’s Affairs and Family Development:

- Regarding budgeting, financial management and reporting, and disaggregating information so gender differences become more apparent, this is an area on which the Office of Women’s Affairs and Family Development places considerable importance.
- The Office of Women’s Affairs and Family Development has been working on disaggregating information on a gender basis in collaboration with the United Nations Development Programme since last year.
- This collaborative project has not yet been completed, but already an early publication has been made available.
- The Office of Women’s Affairs and Family Development is also working to establish a ‘gender budgeting’ initiative.
- There has been discussion and exchange with a range of different government agencies, and a pilot project with the Ministry of Public Health is currently being given consideration.

Sometimes when we think about gender equality and gender issues then it seems like only theory rather than anything tangible. But following a disaster like the Indian Ocean Tsunami, we quickly see the real impacts of gender issues at the field level, and the practical solutions that can be employed to ensure gender equality.

3 Reflections from Mr. Adisak Teparj, Director of Disaster Prevention and Promotion Bureau

The Department of Disaster Prevention and Mitigation is very welcoming of Sustainable Development Foundation’s report on gender equality and disaster management in Thailand. It will provide a useful and comprehensive starting point for making changes in a number of areas.

The Department of Disaster Prevention and Mitigation already has a Gender Equality Center, and has made a positive initial effort regarding promoting gender equality and addressing gender issues. But more work is needed, and in particular the network of related agencies and organizations that work together with the department on disaster management still need to develop further.

Some statistics regarding the participation of women and men in various aspects of disaster management at the local level:

- There are more women than men enrolled as Village Health Volunteers.
- But there are more men than women enrolled as Civil Defense Volunteers.
- Regarding the various different types of organizations that operate at the community level, women and men participate in roughly equal numbers.
- Regarding the local-level One Tambon (Sub-district), One Search-and-rescue Team (OTOS), and ‘Mister Disaster Warning’ positions, these are occupied more by men than by women, possibly because both of these roles require and emphasize physical activity.
- Of the 50,000 or so OTOS recruits, only around 20% are women. Similarly, of all the ‘Mister Disaster Warning’ recruits nationwide, only around 20% are women.

- The name of the position ‘Mister Disaster Warning’ probably discourages women from applying for this role. There is currently a campaign within the Department of Disaster Prevention and Mitigation to have the name of the position changed, for example to ‘Disaster Warning Friend’.
- Participation of women in the various levels of local administration is reasonably good, with women occupying roles such as village leaders, sub-district administration authority members, etc. In particular, there are some excellent sub-district administration authority deputy chiefs who are female.

Some more general observations about the role of women and about gender equality and gender issues in disaster management:

- The time at which the participation of women is at its lowest is during the crisis period when a disaster is actually occurring.
- The Department of Disaster Prevention and Mitigation is currently in the process of establishing an expertly trained Emergency Response Team (ERT).
- Despite rigorous mental and physical entrance tests and a total of 80 days of intensive training there have been many female applications to the ERT.
- An initial ERT ‘core team’ of 48 members has been established, with 6 of the members being women, some of whom are showing strong leadership potential.
- During the immediate relief phase immediately following a disaster, when those affected often need to live in emergency camps or other forms of temporary shelter or accommodation, it has been observed that women tend to play more prominent and important roles.
- As a result of learning from previous experiences, new packs have now been developed for distribution to those affected by disasters during the immediate relief phase. These packs contain a range of different items intended to address the immediate and short term needs of those affected by disasters whether they be male or female.
- If anyone has any comments regarding the packs, and in particular any suggestions regarding additional items that women might require following a disaster, then further feedback would be very much welcomed.

4 Reflections from the Other Meeting Participants

Miss Supatanya Boranin, Office of Women’s Affairs and Social Development (Mediator):

- In order to address gender issues we do not necessarily have to focus on ensuring equality between women and men. What is more important is changing old mindsets and organizational cultures by changing existing methods and practices.
- In his opening remarks to us today the Deputy Director of the Department of Disaster Prevention and Mitigation has already mentioned that the department is ready and willing to change its disaster management plans so that they will respond to and address gender issues more effectively.

Mr. Chaipat Mankij, Association of Sub-district Administration Organizations:

- The local level, i.e. the level of sub-district administration organizations, is where disaster management plans are put into operations and where disaster management activities are actually carried out.

- However, there is currently a lack of sufficient knowledge and capacity at the local level in terms of discharging these responsibilities.
- We have a lot of good information and knowledge available regarding implementing disaster management and integrating gender issues at the local level, but this information doesn’t get presented to the members of sub-district administration organizations.
- We need to consider what can be done to improve access at the local level to the useful information and knowledge that we already have.

Mrs. Anusorn Inkhampaeng, Director of Bureau of Gender Equality Promotion:

- The establishment of Chief Gender Officers within each government department is part of the attempt to ensure the adequate provision of information and knowledge and to realize tangible and lasting change at the local level.
- The bureau is keen to make further efforts in terms of improving access to information and knowledge at the local level and so welcomes the fact that this issue has been raised.

Miss Supatanya Boranin, Office of Women’s Affairs and Social Development (Mediator):

- Also with regards providing access to information and promoting change at the local level, the Bureau of Gender Equality Promotion is liaising with the Department for Local Administration Promotion to try to bring about improvements in this area.

Mr. Saran Buapakam, Department of Disaster Prevention and Mitigation:

- Another suggestion for changing the name of the role ‘Mister Disaster Warning’ in order to help avoid gender issues and encourage more women to apply could be ‘Disaster Warning Volunteer’.

Miss Chortip Chaichan, Foundation for Women:

- The foundation is glad to see that people are trying to address the various gender issues related to disaster management, of which the problem of the naming of the role ‘Mister Disaster Warning’ is just one example.
- The foundation has found that one area where it is difficult to make progress is the issue of attempting to integrate gender equality and gender issues into the quality systems and codes of conduct of the various government departments.

Miss Anchalee Ponkliang, ActionAid Thailand:

- If we look at the name of the role Village Health Volunteer, there is nothing in the name to suggest that the role is intended for or more suited to either women or men. The name of the role is gender neutral.
- Yet we find that more women than men are working as Village Health Volunteers.
- This demonstrates that we should not simply focus on the names given to different roles and positions. Instead, we must also take time to explain to people what the different roles and positions are all about and who is able to apply, so that people will understand that both women and men are equally able and encouraged to apply.

Miss Supatanya Boranin, Office of Women’s Affairs and Social Development
(Mediator):

- Regarding bringing about change within the general public and society as a whole, this will require collaboration between a range of different government agencies, as well as organizations and institutions for other, non-governmental sectors.

Mrs. Anusorn Inkhampaeng, Director of Bureau of Gender Equality Promotion:

- The Chief Gender Officers which have been established also have a role in terms of promoting gender equality and addressing gender issues with respect to the services the government provides to the general public.
- As part of the bureau’s overall 5 year plan there are initiatives aimed at changing the way society thinks about women, men and gender issues.
- In this respect there will be a special focus on working to change the viewpoints of children and youths, and those working in the fields of education and administration.
- Another focus area under the bureau’s plans will be the mass media.
- Prizes will be awarded annually to highlight cases where there has been good progress in addressing gender equality issues, as a method of promoting gender equality within society as a whole.
- The bureau also has a range of plans aimed at addressing gender issues in different fields, for example politics and the environment.

Miss Supatanya Boranin, Office of Women’s Affairs and Social Development
(Mediator):

- Many other countries have made good progress with regards promoting gender equality and addressing gender issues.
- We should try to learn what we can from other countries. For example, we could start by seeing what can be learnt from the other member economies that are also participating in this APEC study on women and disasters.
- There will surely be a wealth of experiences from other countries that we will be able to adapt and apply here in Thailand.

Mr. Montri Rattanon, Siam Commercial Bank:

- In the private sector we find that there is much more gender equality and far fewer gender issues. In deciding who should be appointed to various roles and positions it is the skill and capacity of the individual that is important, not traditional gender stereotypes.
- There are many different examples of the prevalence of gender equality within the company. Regarding the uniforms worn by the bank’s customer service staff, female staff are free to choose whether they would like to wear a skirt or trouser suit. Regarding the names given to various roles and positions within the company, these are chosen so as not to give preference to or discriminate against one or other of the sexes.
- So in the private sector gender equality and gender issues are already quite well addressed, but from today’s discussions it is clear that outside the private sector many problems still exist. Perhaps the private sector can be a good example when trying to promote change on gender equality and gender issues in other sectors.
- Regarding bringing about change in society as a whole, Thai society seems quite open to change. But it is important to understand and take into account the

different traditional and cultural belief and viewpoints that exist within Thai society.

Mrs. Anusorn Inkhampaeng, Director of Bureau of Gender Equality Promotion:

- Certainly women in the private sector have been important agents of change regarding gender equality and gender issues. There have been many positive developments with the private sector.
- But there has been little change in many other sectors. News reports in the mass media are frequently imbalanced with regards to gender. For example, single mothers struggling to make a living and bring up their children following a separation are often portrayed badly, whilst very little consideration or criticism is directed to the absent fathers.

Ms. Vorachaporn Phetsuwan, Inspector of the Department of Disaster Prevention and Mitigation:

- Women have roles as both receivers and givers. What they receive is redistributed to take care of the members of their families. But in times of need and urgency, women who request and receive aid and assistance are often unjustifiably criticized.
- It is important to establish positive female role models in order to demonstrate the value that women bring to society, and to encourage more and more women to make positive changes in their lives.

5 Review of Recommendations of Study in Thailand

Miss Anchalee Ponkliang, ActionAid Thailand:

- In considering the case of the Indian Ocean Tsunami which occurred in December 2004, it is important to bear in mind the range of diverse groups which were affected in Thailand, and in particular in Phang Nga province.
- Communities practicing different religions tend to respond in different ways following disasters. For example, Buddhist and Muslim communities residing in Phang Nga province responding in different ways following the Indian Ocean Tsunami.
- Different ethnic minority groups also have different needs and concerns, and tend to respond in different ways following disasters. Ethnic minority groups are present in many different regions of Thailand, with important groups in the South of Thailand, and in particular in Phang Nga province, being the Moken and Urak Rawoi sea gypsies.

Tsunami-affected villagers from communities in Phang Nga province:

- Following the tsunami it was difficult for children of ethnic minority groups to gain access to assistance to enable them to return to school, even though such assistance was readily available for children of Thai families.
- For example, the children of Moken sea gypsy families were not able to request assistance regarding education after the tsunami because they were not able to present national identity cards or house registration documents.

- Some Moken sea gypsy children were eventually able to attend school, but the schools were separate from those of the Thai children, and there was discrimination.
- Furthermore, a sum of 5,000 Thai baht was made available to children affected by the tsunami in Thailand. But to this day some Moken sea gypsy children have still not received this payment.
- Another group of tsunami-affected individuals who faced particular problems following the tsunami were those infected with the HIV virus. HIV-positive mothers faced special problems.
- HIV-positive mothers are unable to breastfeed their children due to the risk of transmitting the HIV virus to their child. These mothers are therefore heavily reliant on baby formula powdered milk.
- This particularly high dependence on baby formula powdered milk was not considered following the tsunami, and government allocations of powdered milk proved insufficient for mothers needs.

Miss Chortip Chaichan, Foundation for Women:

- More generally, the vital medicines which help to maintain the immunity of HIV-positive individuals were not given sufficient consideration following the tsunami.
- Now information about HIV-positive individuals and their families is available i.e. how many individuals and families there are in a particular area, and where those individuals and families live.
- It is important to ensure that this information is used in appropriate and beneficial ways at the local level when disasters occur again in the future.

Mr. Chaipat Mankij, Association of Sub-district Administration Organizations:

- Local administration organizations lack the knowledge and processes needed to be able to address gender issues effectively, even though government policy and guidelines require local administration organizations to be able to deal with gender concerns.
- Another example of the type of issue that local administration organizations have to address, sometimes without the required knowledge and processes, is the recent Cabinet resolution that a midday meal and milk ration should be made available to schoolchildren.
- The Association of Sub-district Administration Organizations wants to ensure the knowledge and capacity of local administration organizations is developed in order to allow them to respond more effectively to such issues.

Ms. Vorachaporn Phetsuwan, Inspector of the Department of Disaster Prevention and Mitigation:

- Those working at the local level, such as local administration organizations, have important roles to play because they are the ones best placed to respond to the diverse range of situations and problems that occur at the local level following disasters.

Mr. Montri Rattanon, Siam Commercial Bank:

- Technological advances have brought great change in the private sector.
- The rapid spread of Automatic Telling Machines (ATMs) in recent times has made it possible for banks to provide a diverse range of services at the local level,

resulting in local level banks becoming fully-fledged branches with more comprehensive services.

- This is an example from the private sector of how technological advances have enabled companies to provide increased benefit at the local level.
- The rate at which technology advances is increasing continually. It is important to consider how technological advances can be applied and exploited to help us meet our objectives.
- The internet has revolutionized the way people communicate and use information. It has made it much easier for people to access information on a wide range of topics and from a wide variety of sources.
- The dissemination of information along with advocacy and campaigning are two areas which could greatly benefit from the appropriate use of modern technology.

Miss Chortip Chaichan, Foundation for Women:

- Regarding HIV-positive individuals, if sub-district administration organizations are going to increase their knowledge and capacity in this area, then they should also strive to change attitudes regarding HIV-positive people.
- Sub-district administration organizations tend to view HIV-positive people as a burden. Instead, there should be greater acknowledgement of the rights and the potential of HIV-positive individuals. HIV-positive individuals, if they are well understood, can actually be a valuable and beneficial social resource.

Tsunami-affected villagers from communities in Phang Nga province:

- HIV-positive individuals are entitled to regular support payments of 500 Thai baht from sub-district administration organizations.
- However, many HIV-positive individuals do not claim these payments because they fear a lack of confidentiality regarding their condition, and so are concerned about being stigmatized by people in their community.

Miss Chortip Chaichan, Foundation for Women:

- To avoid concerns regarding lack of confidentiality, HIV-positive individuals can request to receive their regular support payments via ATM electronic transfer from their local sub-district administration organization.
- This is a good example of the positive use of modern technology that was mentioned previously.

Mr. Chaipat Mankij, Association of Sub-district Administration Organizations:

- Sub-district administration organizations are bound by central government regulations with regards to their day-to-day operations. Furthermore, sub-district administration organizations are currently adapting in an attempt to accommodate a new and much wider range of roles and responsibilities.
- Monitoring and evaluation mechanisms need to be established to ensure certain basic standards are achieved during this readjustment period. The association very much welcomes feedback and is committed to helping sub-district administration organizations develop their knowledge and capacity.
- An increasing number of highly educated individuals are to be found working within sub-district administration organizations e.g. individuals with masters degrees or doctorates. The association will try to draw upon the experience and

expertise of such individuals in order to strengthen the capacity of sub-district administration organizations overall.

Miss Anchalee Ponkliang, ActionAid Thailand:

- It is important to focus on bringing about tangible change within communities. Indicators such as the number of Civil Defense Volunteers that are women are insufficient.
- There has been considerable discussion about promoting gender equality and addressing gender issues within various government agencies. But we must also consider how to ensure his kind of focus and development occurs within community-level groups and organizations too.

Ms. Vorachaporn Phetsuwan, Inspector of the Department of Disaster Prevention and Mitigation:

- The department is trying to bring about change at the community level as much as is possible. But the number of communities at risk from disasters is very high, working with each community requires a considerable amount of time, and the department’s resources are limited.
- So bringing about change at the community level is something that will probably take a long time, and will probably require cooperation from a wide range of agencies and organizations across a number of different sectors.
- One small step each of us should take is to think about our own homes and our own communities. Are we educating the people around us about the importance of disaster management, gender equality and gender issues in our own homes and communities?

Miss Pansiri Vijitjakul, United Nations Development Programme:

- This APEC study on women and disasters follows a project and conference earlier in the year on ‘The 3rd Anniversary of the Tsunami in Thailand: Lessons Learned’.
- One of the key findings of this earlier project and conference was that disaster preparedness is still something which is overlooked or given insufficient consideration. The primary focus during the three years since the tsunami occurred was on relief and rehabilitation, not on preparedness.
- Disaster preparedness remains an issue all around the world. International studies and reports show that poverty is one of the key factors that determines the severity of impact when disasters occur.
- For example, in the Netherlands they have now developed houses that are able to safely float on floodwater. What can be done to make such technological advances available to those living in poor countries or in the poorer sections of society?
- With regards to this APEC study on women and disasters, an important consideration now is what can be done to ensure that the recommendations emerging from this study will be acted upon, and will result in concrete change?
- Implementation mechanisms are required to transform recommendations into reality:
 - Policy Group – should seek input from the private sector too.
 - Victim Representation and Mobilization – should consider the role of community organizations in this respect.

- Knowledge, Technology and Facilitation – changing the role of non-governmental organizations so they place more emphasis on these areas, studying traditional knowledge, understanding natural warning signs.
- It is important to acknowledge the limitations of government departments and agencies with regards to budget and manpower constraints, and also in terms of the large number and wide range of issues they are required to address. Conversely, it is important to consider the potential and capacity of organizations and institutions in other sectors e.g. the non-governmental and private sectors. Furthermore, community-level groups and organizations also have considerable potential and capacity and should not be overlooked.
- With regards to transforming recommendations into reality, it is not practical to try to affect change nationwide. Instead, working in a limited number of carefully chosen pilot sites is far more likely to achieve tangible results in the short term.

Ms. Vorachaporn Phetsuwan, Inspector of the Department of Disaster Prevention and Mitigation:

- Another way to consider how to transform recommendations into reality is to think about 4 different types of organizations and institutions, namely those that are able to provide:
 - Funding, financial support or material support.
 - Information or knowledge.
 - Facilitation skills and capacity.
 - Implementation skills and capacity.
- Each of us should try to identify which type of organization or institution we belong to, and how we should go about working together with other organizations and institutions on gender issues and disaster management.

Mr. Montri Rattanon, Siam Commercial Bank:

- There is a need for the private sector to play an increasing role in addressing issues of social development. The concept of Corporate Social Responsibility now needs to be taken a stage further.
- Another question that requires consideration is whether non-governmental organizations, despite their undoubted capacity, have sufficient manpower to allow for comprehensive implementation of activities at the local level.
- The various organizations and institutions that are addressing social development issues should try to develop clear identities and roles for themselves. Doing so will create a new culture in Thailand, and will make social development a much more respectable and esteemed profession than is currently the case. This, in turn, will encourage increasing numbers of individuals to want to work to address social development issues in the future.

Ms. Vorachaporn Phetsuwan, Inspector of the Department of Disaster Prevention and Mitigation:

- We need to consider how to communicate plans with and disseminate information to all those organizations and institutions that might have a role to play in or be affected by initiatives to address gender issues in disaster management, whichever of the 4 different types of organizations and institutions they belong to.
- We need to think very broadly and creatively when considering which organizations and institutions might have a role to play in addressing gender issues in disaster management. We should not be too limited in our thinking, and

we should not be constrained by current ideas and existing policies on gender equality and disaster management.

Miss Chortip Chaichan, Foundation for Women:

- Gender sensitive budgeting is one tool that could usefully be applied to ensure the recommendations from this APEC study are transformed into concrete actions and tangible change.
- If applied, gender sensitive budgeting would force the government’s different ministries and departments to give consideration to gender equality and gender issues when drafting their spending plans, and would compel them to demonstrate gender balance and a focus on gender issues when producing their financial reports.

Miss Supatanya Boranin, Office of Women’s Affairs and Social Development:

- Regarding gender budgeting, a pilot is now needed in a selected government ministry so that different suggestions can be tried out and understood, and in order to provide a concrete example which other government ministries can study, evaluate and potentially follow.
- It should be understood that gender budgeting is not necessarily about making any additional funding available. Rather, it is about giving consideration to gender issues when drafting spending plans, and demonstrating gender balance when producing financial reports.
- Another important initiative is the Women Leaders’ Network. This initiative involves identifying women leaders from various different sectors, such as the business and industrial sectors, who can be positive role models for other women, and who can provide support and advice to other women in times of emergency and crisis.
- Identifying a network of such women leaders in advance means they can immediately come to the fore and play important supporting and advisory roles when disasters occur. This kind of activity has already taken place, with a female leader from Siam Commercial Bank having previously visited communities affected by the tsunami in Thailand.

Miss Pansiri Vijitjakul, United Nations Development Programme:

- It is important to understand that we are not advocating for all women to become leaders at the forefront of action. It is equally possible for women to play important and beneficial roles without having to raise their profiles or become known to the wider community.
- The aim is to make the most of the capacities and capabilities of all members of society in a way that is not only equitable, but which also takes into account the circumstances, needs and desires of the individuals concerned.

Miss Supatanya Boranin, Office of Women’s Affairs and Social Development:

- One recommendation that has previously been raised elsewhere, and that may be of interest and benefit to sub-district administration organizations, regards the type of assistance that was provided to families following the tsunami in Thailand.
- Many Thai families were not interested in receiving traditional, direct relief and assistance. Instead, what they wanted was help to develop long-term, sustainable livelihood options for themselves as individuals and their families as a whole.

- The kind of support they requested was in terms of developing alternative occupations, ensuring they would be able to adequately and properly care for all members of their family, etc.

Miss Rattana Jongvilaiwarn, Raks Thai Foundation:

- Raks Thai Foundation has a multi-stage process for working with communities on disaster management. At each stage the foundation takes care to ensure the participation all groups within the communities, including of course women.
- One recommendation would be to ensure the roles of women are clearly documented. This should include existing roles and responsibilities which the women already have, but which are perhaps not known about or formally recognized by the women’s wider communities

Annex C: Assessment of Institutional Capabilities in Gender–Sensitive Disaster Management

Results of focus groups meetings with different organizations including government agencies, non-governmental organizations, local-level organizations and volunteers from the 6 Andaman Coastline provinces impacted by the tsunami.

1 Areas of Involvement in Disaster Management

The matrix below shows the organizations involved per stage of disaster management, citing specific examples of their activities, and whether gender concerns are integrated into these activities.

PRE-DISASTER											
Mitigation (Measures taken to reduce effects of disaster, including prevention measures to impede occurrence/harmful effects)		1. Are gender concerns integrated into disaster management?									
		GO		NGO		Local Administrative Organizations		Private Sector		Other (Volunteer, Media)	
		Yes	No	Yes	No	Yes	No	Yes	No	Yes	No
Specific Example in Own Organization											
Building codes	Sub-district and other local administration organizations	✓	✓		✓	✓			✓		✓
Core shelters			✓		✓		✓		✓		✓
Land use regulations			✓		✓		✓		✓		✓
Location of communities away from high risk/vulnerable areas			✓		✓		✓		✓		✓
Construction of dams, dikes, levees to control floods			✓		✓		✓		✓		✓
Planting of trees in			✓		✓		✓		✓		✓

denuded mountains											
Riprapping to prevent landslides			✓		✓		✓		✓		✓
Conservation of watersheds, mangroves			✓		✓		✓		✓		✓
Other measures			✓		✓		✓		✓		✓

PRE-DISASTER											
Preparedness (Enabling measures of government and communities to respond rapidly and effectively to disaster)		1. Are gender concerns integrated into disaster management?									
		GO		NGO		Local Administrative Organizations		Private Sector		Other (Volunteer, Media)	
		Yes	No	Yes	No	Yes	No	Yes	No	Yes	No
Vulnerability/risk assessment; mapping of high risk areas			✓		✓		✓		✓		✓
Development of a disaster management plan			✓		✓		✓		✓		✓
Capability building of service providers, local officials, families			✓		✓		✓		✓		✓
Stockpiling; maintenance of standby funds			✓		✓		✓		✓		✓
Identification of evacuation sites			✓		✓		✓		✓		✓
Skills in management of evacuation centers			✓		✓		✓		✓		✓
Other measures			✓		✓		✓		✓		✓

POST-DISASTER											
Response (Actions taken immediately following disaster impact)		1. Are gender concerns integrated into disaster management?									
		GO		NGO		Local Administrative Organizations		Private Sector		Other (Volunteer, Media)	
		Yes	No	Yes	No	Yes	No	Yes	No	Yes	No
Damage and needs assessment	CTF, CODI, SAN, CARE Raks Thai, IOM, Social Pastoral Center, DBPM, TAO, American Red Cross, Bortek Tueng Foundation	✓		✓		✓			✓		✓
Saving lives (search and rescue)	CTF, CODI, SAN, CARE Raks Thai, IOM, Social Pastoral Center, DBPM, TAO, American Red Cross, Bortek Tueng Foundation, Royal Thai Army, Ban Kanchana Youth Detention Center, general public, tsunami volunteers etc	✓		✓		✓		✓		✓	
Provision of relief supplies and emergency health services	CTF, CODI, SAN, CARE Raks Thai, IOM, Social Pastoral Center, DBPM, TAO, American Red Cross, Bortek Tueng Foundation, Royal Thai Army, Ban Kanchana Youth Detention Center, general public, tsunami volunteers etc	✓		✓		✓		✓		✓	
Temporary shelters or evacuation camps	WVFT, Royal Thai Army, CTF, Poverty Alleviation Command Center, SAN, Ban Kanchana Youth Detention Center etc	✓		✓		✓		✓		✓	

Water and sanitation	CTF, CODI, SAN, CARE Raks Thai, IOM, Social Pastoral Center, DBPM, TAO, American Red Cross, Bortek Tueng Foundation, Royal Thai Army, Ban Kanchana Youth Detention Center, general public, tsunami volunteers etc	✓		✓		✓		✓		✓	
Critical Stress Incidence Debriefing	CARE Raks Thai, Washington DC, WVFT, DMH, CMU, Srithanya Hospital, Sahathai Foundation, Village Health Volunteer	✓		✓			✓	✓		✓	
Other measures											

POST-DISASTER											
Rehabilitation & Recovery (Process / Programs / Projects to assist families and communities go back to normalcy or proper functioning)		1. Are gender concerns integrated into disaster management?									
		GO		NGO		Local Administrative Organizations		Private Sector		Other (Volunteer, Media)	
		Yes	No	Yes	No	Yes	No	Yes	No	Yes	No
Restoration and reconstruction	CTF, CODI, SAN, CARE Raks Thai, IOM, Social Pastoral Center, DBPM, TAO, American Red Cross, Ban Kanchana Youth Detention Center, general public, tsunami volunteers, M-SOCIETY. Plan Thailand, Sirindhorn	✓		✓			✓	✓		✓	

	Special Task Unit, Village Health Volunteer etc										
Delivery of basic services	CTF, CODI, SAN, CARE Raks Thai, IOM, Social Pastoral Center , DBPM, TAO, American Red Cross, Ban Kanchana Youth Detention Center, general public, tsunami volunteers, M-SOCIETY. Plan Thailand, Sirindhorn Special Task Unit, Village Health Volunteer, Ban Kanchana Youth Detention Center, Poverty Alleviation Command Center, Royal Thai Army, Royal Thai Navy, Washington DC etc	✓		✓		✓		✓		✓	
Replacement of opportunity/income lost	CTF, CODI, SAN, CARE Raks Thai, IOM, Social Pastoral Center, DBPM, TAO, American Red Cross, Ban Kanchana Youth Detention Center, general public, tsunami volunteers, M-SOCIETY. Plan Thailand, Sirindhorn Special Task Unit, Village Health Volunteers, Ban Kanchana Youth Detention Center, Poverty Alleviation Command Center, RTA , Royal Thai Navy,	✓		✓		✓		✓		✓	

	Washington DC etc										
Continuous stress debriefing, counseling, psycho-social intervention	CARE Raks Thai, Washington DC, WVFT, DMH CMU, Srithanya Hospital, Sahathai Foundation, Village Health Volunteers etc	✓		✓		✓		✓		✓	
Resettlement and shelter assistance	CTF, CODI, SAN, CARE Raks Thai, IOM, Social Pastoral Center, DBPM, TAO, American Red Cross, Ban Kanchana Youth Detention Center, general public, tsunami volunteers, M-SOCIETY. Plan Thailand, Sirindhorn Special Task Unit, Village Health Volunteers, Royal Thai Navy, Washington DC etc	✓		✓		✓		✓		✓	
Repair of structures, schools, markets, roads and bridges	CTF, CODI, SAN, CARE Raks Thai, IOM, Social Pastoral Center, DBPM, TAO, American Red Cross, Ban Kanchana Youth Detention Center, general public, tsunami volunteers, M-SOCIETY. Plan Thailand, Sirindhorn Special Task Unit, Village Health Volunteers, Poverty Alleviation Command Center, RTA, Royal Thai	✓		✓		✓		✓		✓	

	Navy, Washington DC etc									
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2 Current Practices in Gender Integration in Disaster Management

IMMEDIATE RESPONSES DURING DISASTER RELIEF PHASE	Always	Sometimes	Not yet
1. Identify specific needs of women	Building Women's Capacity for Natural Resource Management Project , Village Health Volunteers, Civil Disaster Prevention Volunteers,	SAN , CTF, CARE Raks Thai, WVFT, Washington DC, Sirindhorn Special Task Unit	
2. Ensure that emergency relief supplies include women's specific requirements (List examples)	Ban Nam Kem Community Coordination Center, Ban Nam Kem Disaster Preparedness Center, DBPM , TAO	CTF, CODI, SAN, CARE Raks Thai	
3. Ensure women's access to sufficient and adequate food	Ban Nam Kem Community Coordination Center, Ban Nam Kem Disaster Preparedness Center, DBPM, TAO	CTF, CODI, SAN, CARE Raks Thai, WVFT	
4. Food distribution is equitable, transparent and respects human dignity	Ban Nam Kem Community Coordination Center, Ban Nam Kem Disaster Preparedness Center, DBPM, TAO	CTF, CODI, SAN, CARE Raks Thai, WVFT	
5. Aid distribution for women is handled by women	Ban Nam Kem Community Coordination Center, Ban Nam Kem Disaster Preparedness Center, DBPM, TAO	CTF, CODI, SAN, CARE Raks Thai, WVFT	
6. Ensure that women's menstrual needs are met	Ban Nam Kem Community Coordination Center, Ban Nam Kem Disaster Preparedness Center, DBPM, TAO	CTF, CODI, SAN, CARE Raks Thai, WVFT	
7. Ensure that all disaster affected people have access to adequate shelters	CTF, CODI, SAN, Ban Kanchana Youth Detention Center, general	CARE Raks Thai	

	public, tsunami volunteers, M-SOCIETY, Poverty Alleviation Command Center, RTA, Royal Thai Navy, Washington DC etc		
8. Ensure women's access to toilet and bathing facilities	Ban Nam Kem Community Coordination Center, Ban Nam Kem Disaster Preparedness Center, DBPM, TAO	CTF, CODI, SAN, CARE Raks Thai, WVFT	
9. Ensure women's access to free health care services	Village Health Volunteers	CARE Raks Thai, IOM, WVFT, Sirindhorn Special Task Unit, Ban Nam Kem Community Coordination Center	
10. Ensure security and safety of women and children	Ban Nam Kem Community Coordination Center, Ban Nam Kem Disaster Preparedness Center, DBPM, TAO	CTF, CODI, SAN, CARE Raks Thai, WVFT, FFW	
11. Protect women and children from violence and abuse		CTF, CODI, SAN, CARE Raks Thai, WVFT, FFW, Building Women's Capacity for Natural Resource Management Project	
12. Ensure women's access to psycho-social counseling	CARE Raks Thai, WVFT, DMH, Sahathai Foundation, Village Health Volunteer etc	CTF, CODI, SAN, CARE Raks Thai, WVFT, FFW, Building Women's Capacity for Natural Resource Management Project, Sirindhorn Special Task Unit, CMU, Srithanya Hospital, Washington DC	
13. Ensure women's access to medicines and medical workers, when needed	Village Health Volunteers, DMH		
14. Reports on casualties are disaggregated by sex and age	Village Health Volunteers, DMH	CTF, CODI, SAN, CARE Raks Thai, WVFT, FFW, Building Women's Capacity for Natural	

		Resource Management Project	
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MID-TERM RESPONSES DURING RECOVERY PHASE	Always	Sometimes	Not yet
1. Ensure women’s participations in management of camps and temporary shelters		CTF, CODI, SAN, CARE Raks Thai, Poverty Alleviation Command Center, Royal Thai Army, Royal Thai Navy, Washington DC etc	
2. Ensure women’s equal access to compensation payments and rehabilitation measures	TAO	CTF, CODI, SAN, CARE Raks Thai, Poverty Alleviation Command Center, Washington DC etc	
3. Eliminate head of household concept		CTF, CODI, SAN, CARE Raks Thai, FFW, tsunami volunteers, Building Women’s Capacity for Natural Resource Management Project, Washington DC etc	
4. Ensure women’s access to information on relief and rehabilitation measures		CTF, CODI, SAN, CARE Raks Thai, FFW, tsunami volunteers, Building Women’s Capacity for Natural Resource Management Project, Washington DC etc	
5. Ensure children’s access to education		CTF, CODI, SAN, CARE Raks Thai, FFW, tsunami volunteers, Building Women’s Capacity for Natural Resource Management Project, Washington DC, FFC etc	

LONG TERM RESPONSES - RECONSTRUCTION PHASE	Always	Sometimes	Not yet
1. Ensure women's and women organization's participation in planning and decision-making process for rehabilitation and reconstruction	FFW, Building Women's Capacity for Natural Resource Management Project	CTF, CODI, SAN, CARE Raks Thai, tsunami volunteers, Washington DC, FFC, WVFT etc	
2. Ensure that women are able to re-establish social relationship and organizations	FFW, Building Women's Capacity for Natural Resource Management Project	CTF, CODI, SAN, CARE Raks Thai, tsunami volunteers, Washington DC, FFC, WVFT etc	
3. Use of sex and age disaggregated data as basis for planning and programming, monitoring and evaluation	FFW, Building Women's Capacity for Natural Resource Management Project	CTF, CODI, SAN, CARE Raks Thai, tsunami volunteers, Washington DC, FFC, WVFT etc	
4. Ensure that reconstruction of houses meets women's and family needs		CTF, CODI, SAN, CARE Raks Thai, tsunami volunteers, Washington DC, FFC, WVFT, FFW, Building Women's Capacity for Natural Resource Management Project etc	
5. Ensure women's equal ownership rights to land, house and property		CTF, CODI, SAN, CARE Raks Thai, tsunami volunteers, Washington DC, FFC, WVFT, FFW, Building Women's Capacity for Natural Resource Management Project etc	
6. Ensure women's equal access to livelihood opportunities, including alternative livelihood opportunities		CTF, CODI, SAN, CARE Raks Thai, tsunami volunteers, Washington DC, FFC, WVFT, FFW, Building Women's Capacity for Natural Resource Management Project etc	

7. Ensure women's equal access to land and water resources		CTF, CODI, SAN, CARE Raks Thai, tsunami volunteers, Washington DC, FFC, WVFT, FFW, Building Women's Capacity for Natural Resource Management Project etc	
8. Ensure that land and water resources are conserved and managed properly		CTF, CODI, SAN, CARE Raks Thai, tsunami volunteers, Washington DC, FFC, WVFT, FFW, Building Women's Capacity for Natural Resource Management Project etc	
9. Raising women's awareness of their human rights (list human and women's rights)		CTF, CODI, SAN, CARE Raks Thai, tsunami volunteers, Washington DC, FFC, WVFT, FFW, Building Women's Capacity for Natural Resource Management Project, Andaman Community's Rights and Legal Aid Center etc	
10. Mobilize and empower women to advocate for their human and women's rights		CTF, CODI, SAN, CARE Raks Thai, tsunami volunteers, Washington DC, FFC, WVFT, FFW, Building Women's Capacity for Natural Resource Management Project, Andaman Community's Rights and Legal Aid Center etc	
11. Ensure that training and capacity building materials are simple, culturally acceptable and family friendly		CTF, CODI, SAN, CARE Raks Thai, tsunami volunteers, Washington DC, FFC, WVFT, FFW, Andaman Community's Rights and Legal Aid Center etc	
12. Protect vulnerable and marginalized groups		CTF, CODI, SAN, CARE Raks	

		Thai, tsunami volunteers, Washington DC, FFC, WVFT, FFW, Building Women's Capacity for Natural Resource Management Project, Andaman Community's Rights and Legal Aid Center etc	
13. Protect migrant workers	IOM	SAN	
14. Reach out to widows and women-headed households		CTF, CODI, SAN, CARE Raks Thai, tsunami volunteers, Washington DC, FFC, WVFT, FFW, Building Women's Capacity for Natural Resource Management Project, Andaman Community's Rights and Legal Aid Center etc	
15. Reach out to disabled and elderly		CTF, CODI, SAN, CARE Raks Thai, tsunami volunteers, Washington DC, FFC, WVFT, FFW, Building Women's Capacity for Natural Resource Management Project, Andaman Community's Rights and Legal Aid Center etc	
16. Reach out to low income/marginalized people		CTF, CODI, SAN, CARE Raks Thai, tsunami volunteers, Washington DC, FFC, WVFT, FFW, Building Women's Capacity for Natural Resource Management Project, Andaman Community's Rights and Legal Aid Center etc	
17. Ensure displaced people's access to relief support		CTF, CODI, SAN, CARE Raks Thai, tsunami volunteers, Washington DC, FFC, WVFT,	

		FFW, Building Women's Capacity for Natural Resource Management Project, Andaman Community's Rights and Legal Aid Center etc	
18. Protect women victims of disasters and armed conflict situations		CTF, CODI, SAN, CARE Raks Thai, tsunami volunteers, Washington DC, FFC, WVFT, FFW, Building Women's Capacity for Natural Resource Management Project, Andaman Community's Rights and Legal Aid Center etc	
19. Ensure that women participate in monitoring and evaluating programs and projects		CTF, CODI, SAN, CARE Raks Thai, tsunami volunteers, Washington DC, FFC, WVFT, FFW, Building Women's Capacity for Natural Resource Management Project, Andaman Community's Rights and Legal Aid Center etc	

3 Best Practices in Gender-sensitive Disaster Management

Pre-Disaster (specify level of implementation)	Post-Disaster (specify level of implementation)
- None.	- SAN: Establishment of community natural resource management organizations, livelihood and occupation development, development of disaster preparedness systems, youth work. Both women and men have equal working capacity since roles and responsibilities have been equally assigned among both sexes in collectively development communities.

4 Recommendations

Pre-Disaster (specify level of implementation)	Post-Disaster (specify level of implementation)
- None.	1. Strengthen the capacity of women in demonstrating their opinions and playing active roles in community development.
	2. Provide support for livelihood and occupation development.
	3. Build women's understanding regarding working to prepare for and respond to disasters more effectively. Support and facilitate communities' working processes.
	4. Deciding on and apportioning roles between women and men should be considered based on the needs of people in the community. Organizations and agencies that go to work with communities at the field level should study and strive to understand the ways of live, customs, traditions, culture and other aspects of the communities they will be working with.

Annex D: List of Participants for Individual Interviews and Focus Group Discussions

1 Focus Group Discussion: Validation Workshop Among Service Providers

Date: 21-22 July, 2008
 Venue: Thammarin Hotel, Tubteng, Trang Province
 Total participants: 83 persons

1.1 Tsunami Victims

No.	Name	Province
1.	Mr. Boonchu Yale	Krabi
2.	Mr. Suripan Rewsamutr	Krabi
3.	Mr. Cholthicha Keakpatan	Krabi
4.	Mr. Abdulla Lasoy	Krabi
5.	Mr. Nong Glatale	Krabi
6.	Mr. Decha Tawan	Krabi
7.	Mr. Sit Hantale	Krabi
8.	Mr. Pairoj Fungfa	Krabi
9.	Mr. Amporn Anchalee	Krabi
10.	Mr. Boonrak Hleamkor	Krabi
11.	Mr. Anong Hantale	Krabi
12.	Mr. Amnuy Hmanhyob	Krabi
13.	Mr. Abdulgalim Dangkul	Krabi
14.	Mr. Saaid Yala	Krabi
15.	Mr. Satit Yale	Krabi
16.	Mr. Samart Gawai	Krabi
17.	Mr. Amnuy Paisanasan	Krabi
18.	Mr. Somrak Juldej	Pang Nga
19.	Mr. Jem Yafu	Pang Nga
20.	Mr. Abdullor legdam	Pang Nga
21.	Mr. Chalee Tassanee	Pang Nga
22.	Mr. Prayul Jongkrijuk	Pang Nga
23.	Mr. Prathan Lailuk	Pang Nga
24.	Mr. Jem Yafu	Pang Nga
25.	Mr. Suntorn Hantale	Pang Nga
26.	Mr. Bundit Hleebumrung	Pang Nga
27.	Mr. Chuchai Yomna	Pang Nga
28.	Mr. Supot Hleebumrung	Pang Nga
29.	Mr. Wacharapong Raksabo	Pang Nga
30.	Mr. Worrawut comcam	Pang Nga
31.	Mr. Chokchai Klatale	Pang Nga
32.	Mr. Pongsatorn Hanwari	Pang Nga
33.	Mr. Archakrin Singhkara	Pang Nga
34.	Ms. Paweena Hnokson	Satun

35.	Mrs. Wanna Hnokson	Satun
35.	Mr. Boonlert Hemra	Satun
37.	Mrs. Somsri Chaithep	Satun
38.	Mrs. Ratana Sosanui	Satun
39.	Mrs. Wilawan Muenha	Satun
40.	Mr. Somwilai Hantale	Trang
41.	Mrs. Jeasitee Hantale	Trang
42.	Mr. Moosa Yana	Trang
43.	Mr. A-len Prakong	Trang
44.	Mrs. Peay Domad	Trang
45.	Ms. Wanisa Mooda	Trang
46.	Ms. Arleema Gumuda	Trang
47.	Mrs. Meapik Jaruk	Trang
48.	Mrs. Pensri Taleluek	Trang
49.	Ms. Chanisa Yaplug	Trang
50.	Mr. Shel Taleluek	Trang

1.2 NGO Representatives

No.	Name	Organization
1.	Mr. Wachirawit Soisungnoen	SAN Krabi
2.	Mr. Chanchai Yhungdee	SAN Krabi
3.	Mrs. Pennapa Thiptong	Satun Focal Center For Small Scale Fisherfolk
4.	Mr. Chairat Chamsri	Satun Focal Center For Small Scale Fisherfolk
5.	Mr. Somyot Toalang	SAN Disaster Management Coordinator
6.	Ms. Aree Suwannachatri	SAN Trang
7.	Ms. Ratiya Tongkawbao	SAN Trang
8.	Mr. Somboon Khamhang	Trang Focal Center For Small Scale Fishery
9.	Mr. Chakrich Tingwang	Trang Focal Center For Small Scale Fishery
10.	Mr. Sittichok Keakpatan	Pang Nga Focal Point For Small Scale Fishery
11.	Ms. Nori Sritha	SAN
12.	Ms. Nungruthai Kaopanich	SAN
13.	Mr. Pakpoom Withantirawat	SAN
14.	Ms. Aphikanya Thawisai	SDF
15.	Ms. Nusajee Tawewong	SDF
16.	Mr. Jonathan Shott	SDF
17.	Ms. Kesinee Kwancharoen	SDF
18.	Ms. Auaiporn Suthonthanyakorn	Women Empowerment In Community Based Disaster Risk Management Through Tsunami Experiences Management Coordinator
19.	Ms. Keawta Tamin	SDF
20.	Ms. Kanchana Tongoua	Volunteer

21.	Ms. Nitiya Samati	Volunteer
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1.3 Government Officers

No.	Name	Agency
1.	Mr. Boontham Tunglamlert	Thai Meteorological Department
2.	Mr. Anan Yingcamnung	Department of Disaster Prevention and Mitigation (Surat Thani Province)
3.	Mrs. Warachaporn Petchsuwan	Department of Disaster Prevention and Mitigation
4.	Mr. Pramot Keawkam	Forest Fire Control Station of Trang Province
5.	Mr. Preecha Saithong	Department of Mineral Resources
6.	Mr. Thongchai Sodyome	Department of Disaster Prevention and Mitigation (Surat Thani Province)
7.	Mr. Passakorn Kantasub	Department of Mineral Resources
8.	Mr. Metha Pukpiboon	Department of Disaster Prevention and Mitigation of Pang Nga Province
9.	Mrs. Thanyawan Sriratanachok	Department of Disaster Prevention and Mitigation of Krabi Province
10.	Mrs. Achaya Laohasuthichok	Department of Disaster Prevention and Mitigation of Satun Province
11.	Mr. Weresak Thamrongwit	Department of Disaster Prevention and Mitigation of Trang Province
12.	Mr. Son Chanterewong	Department of Disaster Prevention and Mitigation of Trang Province

Focus Group Discussion: Validation Workshop Among Service Providers during 21-22 July 2008 at Thammarin Hotel, Trang Province (Images 1-2)



Image 1



Image 2

2 Focus Group Discussion Among Female Victims

Date: 6 August, 2008
 Venue: Kouk-kuk, Taguapa, Pang Nga Province. At Samsung Community Service Center
 Total participants: 20 persons

2.1 Tsunami Victims

No.	Name	Community/Province
1.	Ms. Kamol Ratanavician	Nam Kem / Pang Nga
2.	Mrs. Chaleam Yawrong	Nam Kem / Pang Nga
3.	Mrs. Thippawan Jongkai	Nam Kem / Pang Nga
4.	Mrs. Usa Hlonghla	Tay Moung / Pang Nga
5.	Ms. Din Klatale	Taguapa / Pang Nga
6.	Ms. Kanok-on Keawlipon	Tay Moung / Pang Nga
7.	Kanjai Muenpol	Taguapa / Pang Nga
8.	Ms. Tipa Klatale	Taguapa / Pang Nga
9.	Mrs. Pean Upama	Kuraburi / Pang Nga
10.	Ms. Nuttawan Sukpat	Taguapa / Pang Nga
11.	Ms. Pimpa Chusangjit	Taguapa / Pang Nga
12.	Ms. Pikul Saisakol	Tay Moung / Pang Nga
13.	Ms. Wanida Kannil	Kuraburi / Pang Nga
14.	Ms. Rungnapa Sasana	Nam Kem / Pang Nga
15.	Ms. Kanokporn Hlonghla	Tay Moung / Pang Nga
16.	Ms. Kwanta Hlonghla	Tay Moung / Pang Nga
17.	Ms. Nusajee Seemun	Taguapa / Pang Nga

2.2 NGO Representatives

No.	Name	Organization
1	Ms. Chorthip Chayachan	Foundation for Women

2.3 Government Officers

No.	Name	Agency
1.	Po Po	Education for Development (Burmese Grassroots Organization)
2.	Ms. Amorn Alamsri	Education for Development (Burmese Grassroots Organization)

Focus Group Discussion Among Female Victims on 6 August 2008 at Samsung Service Center at Pang Nga Province (Images 3-4)



Image 3



Image 4

3 Focus Group Discussion: Women and Disaster

Date: 7 August, 2008
 Venue: Kor Po, Lanta, Krabi Province
 Total participants: 19 persons

3.1 Tsunami Victims

No.	Name	Community/Province
1.	Mrs. Orawan Nukunkij	Kor Po / Krabi
2.	Mrs. Apiradee Saiburi	Kor Po / Krabi
3.	Mrs. Wanlee hmadaron	Kor Po / Krabi
4.	Mrs. Ela Sukchan	Kor Po / Krabi
5.	Mrs. Jeata R lee	Kor Po / Krabi
6.	Mrs. Janya Hlamkor	Kor Po / Krabi
7.	Mrs. Naruemol Hantale	Kor Po / Krabi
8.	Mrs. Wannapa Danghul	Kor Po / Krabi
9.	Mrs. Somsuk Yahem	Kor Po / Krabi
10.	Mrs. Darunee Suetrong	Kor Po / Krabi
11.	Mrs. Suchada Hantale	Kor Po / Krabi
12.	Ms. Walai Yahem	Kor Po / Krabi
13.	Mrs. Suchada Toahman	Kor Po / Krabi
14.	Ms. Supa Langu	Kor Po / Krabi
15.	Mrs. Maelar Hantale	Kor Po / Krabi
16.	Mrs. Sumalee Hantale	Kor Po / Krabi
17.	Mrs. Bungha Jungrak	Kor Po / Krabi
18.	Mrs. Yawwapa Sukwit	Kor Po / Krabi
19.	Mrs. Pawinee Pewprom	Kor Po / Krabi

Focus Group Discussion: Women and Disaster on 7 August 2008 at Kor Po, Lanta, Krabi Province (Images 5-6)



Image 5



Image 6

4 Focus Group Discussion: Community and Disaster

Date: 8 August, 2008
 Venue: Kor Lanta, Lanta, Krabi Province.
 Total participants: 28 persons

4.1 Tsunami Victims

No.	Name	Community/Province
1.	Mr. Ayim Tahla	Kor Lanta / Krabi
2.	Mr. Somsak Hantale	Kor Lanta / Krabi
3.	Mrs. Boonrak Hlamkor	Kor Lanta / Krabi
4.	Mr. Sa-ard Lasoy	Kor Lanta / Krabi
5.	Mr. Sommart Wareekul	Kor Lanta / Krabi
6.	Mr. Jeaden Saiburi	Kor Lanta / Krabi
7.	Mr. Chonthicha Keakpatan	Kor Lanta / Krabi
8.	Mr. Nikorn Hantale	Kor Lanta / Krabi
9.	Mr. Sutasn Hantale	Kor Lanta / Krabi
10.	Mr. Ausada Nukulki	Kor Lanta / Krabi
11.	Mr. Somporn Hantale	Kor Lanta / Krabi
12.	Mr. Amnuy Hantale	Kor Lanta / Krabi
13.	Mr. Jaehad Yahem	Kor Lanta / Krabi
14.	Mr. Sami Hantale	Kor Lanta / Krabi
15.	Mr. Abdulsolea lasoy	Kor Lanta / Krabi
16.	Mr. Hunghab Yahem	Kor Lanta / Krabi
17.	Mr. Anan Sriburi	Kor Lanta / Krabi
18.	Mr. Sittisak Aupakara	Kor Lanta / Krabi

19.	Mr. Abdulgalem Lasoy	Kor Lanta / Krabi
20.	Mr. Sit Hantale	Kor Lanta / Krabi
21.	Mr. Apisit Oonnon	Kor Lanta / Krabi
22.	Mr. Sitichai Keakpatan	Kor Lanta / Krabi
23.	Mr. Boonmee Piwprom	Kor Lanta / Krabi
24.	Mr. Sawai Hantale	Kor Lanta / Krabi
25.	Mr. Muskarn Keakpatan	Kor Lanta / Krabi
26.	Mr. Narong Hantale	Kor Lanta / Krabi
27.	Mr. Abdulla Lasoy	Kor Lanta / Krabi
28.	Mr. Chanchai Hyungdee	Kor Lanta / Krabi

Focus Group Discussion: Community and Disaster on 8 August 2008 at Kor Lanta, Lanta, Krabi Province (Images 7-8)



Image 7



Image 8

5 National Validation Workshop: 'Women In Times Of Disaster'

Date: 24 September, 2008
 Venue: The Grand Ayudhaya Hotel, Bangkok
 Total participants: 29 persons

5.1 Participants

No.	Name	Organization/Community/Province
1.	Miss Pansiri Vijitjakul	UNDP
2.	Mr. Montri Rattanon	Siam Commercial Bank
3.	Mr. Chaipat Mankij	Association of Sub-district Administration Organizations
4.	Mr. Pongsak Jittapayo	Bureau of Gender Equality Promotion

5.	Mrs. Arch Encarnacion N Raralio	Philippine Women's University
6.	Mrs. Ravadee Prasertcharoensuk	Sustainable Development Foundation
7.	Miss Aphikanya Thawisai	Sustainable Development Foundation
8.	Mr. Jonathan Shott	Sustainable Development Foundation
9.	Mrs. Ratchaneewan Chaiteerayanon	Sustainable Development Foundation
10.	Mrs. Anusorn Inkampang	Department of Social Development and Welfare
11.	Miss Supatanya Boranin	Department of Social Development and Welfare
12.	Mrs. Duangsuda Muangwong	Department of Social Development and Welfare
13.	Miss Achara Sriratumpai	Department of Social Development and Welfare
14.	Mr. Chayakorn Wittayavej	Department of Social Development and Welfare
15.	Miss Kesorn Kwankong	Department of Social Development and Welfare
16.	Miss Nattawarn Sukpaed	Villager from Tsunami-affected Community (Phang Nga)
17.	Miss Kanokorn Keawliporn	Villager from Tsunami-affected Community (Phang Nga)
18.	Miss Kanokporn Longlah	Villager from Tsunami-affected Community (Phang Nga)
19.	Mr. Witoon Panyakul	Green Net
20.	Mr. Adisak Teparj	Department of Disaster Prevention and Mitigation
21.	Mr. Suvit Kaneekul	Department of Disaster Prevention and Mitigation
22.	Mrs. Vorachaporn Petsuwan	Department of Disaster Prevention and Mitigation
23.	Mrs. Jularat Prangpan	Department of Disaster Prevention and Mitigation (Phang Nga)
24.	Miss Sunee Vichasirikul	Department of Disaster Prevention and Mitigation
25.	Miss Rujira Jariyapan	Department of Disaster Prevention and Mitigation
26.	Mr. Saran Buapakam	Department of Disaster Prevention and Mitigation
27.	Miss Rattana Jongvilaiwarn	Raks Thai Foundation
28.	Miss Anchalee Ponkliang	Action Aid Thailand
29.	Miss Chortip Chaichan	Foundation for Women

National Validation Workshop: 'Women In Times Of Disaster' on 24 September 2008 at The Grand Ayudhaya Hote,l Bangkok (Images 9-14)



Image 9



Image 10



Image 11



Image 12



Image 13



Image 14

Annex E: National Disaster Warning Center

1 Background, Establishment and Mission

On 30th May, 2005, following the Indian Ocean Tsunami in December of the previous year, Prime Minister Thaksin Shinawatra established the National Disaster Warning Center (NDWC) under an order from the Prime Minister's Office in order to demonstrate the government's commitment to protecting the lives and property of both Thai nationals and foreign visitors.

At the time of its establishment, the main role of NDWC was to detect earthquakes and analyze seismic data to determine the possibility of tsunamis being generated, and then to issue appropriate notification messages to the public, relevant authorities and rescuers in order to facilitate the evacuation of the public to suitable safe areas. The overall aim was to prevent or reduce loss of life and damage to property as much as possible.

Recently the NDWC moved and became part of the Thai Meteorological Department under the Ministry of Information and Communication Technology. It is in the process of upgrading its early warning systems and extending its telecommunications networks in order to increase its ability, capacity and efficiency in detecting and disseminating warnings and information about a wide range of both natural and man-made disasters, not just earthquakes and tsunamis.

2 Early Warning System

For warnings of earthquakes and Tsunamis, the National Disaster Center receives information from Meteorological Department and various agencies through their seismic stations located in Thailand such as Royal Thai Navy, the Electricity Generating Authority of Thailand (EGAT) and the Royal Irrigation Department. The National Disaster Warning Center also receives information on sea level change from the Hydrographic Department of the Royal Thai Navy. In addition the National Disaster Warning Center gets information from global seismic networks such as the Pacific Tsunami Warning Center (PTWC), Hawaii, U.S.A., Japan Meteorological Agency (JMA), Japan and from nearby countries such as Indonesia and Malaysia. Telecommunication systems include telephone, facsimile and electronic mail. This is to issue notification messages within 5-10 minutes to VIPs, rescuers and related agencies involves such as fire extinguishing stations, hospitals, schools and police stations.

Department of Geological Survey and Earthquake before decision can be made to issue warning message in according to levels of severity as determined by the Standard Operating Procedures (SOP) Manual.

- To inform VIPs and rescuers through the SMS system.
- To do transmissions to the Television Channel 5 (the Army Television Station) as it is the main authorized television station for dissemination of warning messages

to the public on nation-wide basis by linking networks to broadcast via satellite communications.

- To announce a warning on the Television Pool of Thailand through 42 communication systems of the Mass Communication Organization of Thailand, 64 radio stations network of the Public Relations Department and through 216 radio stations of the CAT Telecom Public Company Limited and to link with SMS system about 20 million mobile phones to disseminate warning information.
- The early warning system will also linked with the rural village loud speakers to provide alerting signal simultaneously.

The National Disaster Warning Center provides a Call Center to render 24 –hour services to give information to those who want to know detailed information and to monitor disaster situation/movement.

In addition, the Hydrographic Department of the Royal Thai Navy at the Similan Island uses tide gauges to detect sea level change and to confirm tsunami generation by computer system on a real time basis. The information can be transmitted to the Hydrographic Department Headquarter in Bangkok and the National Disaster Warning Center in Nonthaburi at the same time through satellite communications.

According to the method being used by the National Disaster Warning Center, which is considering a conservative method, referring to criteria and procedures that are aiming at maximizing safety and avoiding the use of human individual judgment. However, it is being seen as assuring, accurate and clear method. It has been determined that after the opening of the National Disaster Warning Center, there have been follow-ups of earthquakes and warning have been done without mistakes. In addition, with the cooperation of staff of the Disaster Prevention and Mitigation Department in local areas, there have been suppositions of emergency programs for evacuation and the provision of shelters. The National Disaster Warning Center signed a Memorandum of Understanding on Cooperation on Early Warning Arrangement, Preparedness and Mitigation on Natural Hazards for Thailand with Asian Disaster Preparedness Center (ADPC), a Regional Early Warning Center in the Indian Ocean and South East Asia on September 6th, 2005. This is to ensure that Thais and foreign visitors will be safe from Tsunamis forever.

Annex F: Disaster Prevention and Mitigation Academy

Department of Disaster Prevention and Mitigation, Ministry of Interior has set up Disaster Prevention and Mitigation Academy in October 2004 pursuant to the approval of Ministry of Interior.

1 Vision

The public and government officials are well prepared for disaster prevention and mitigation.

2 Mission

To be the principal training academy in the field of disaster prevention and mitigation.

1. To develop the standard of academy curricula be equivalent to international level and to continuously improve such curricula
2. To develop and to disseminate disaster management related handbooks, instructions and learning materials.
3. To conduct training course and to support the training on theoretical and practical aspects for the personnel in public sector, private sector, local government, community, volunteer and the people so as to generate trainers, experts and specialized staff.
4. To search for international technical cooperation and assistance.
5. To propose the target and policy in human resource development in the field of disaster management.

3 Objectives

1. To set up national principal academy accountable for equipping the personnel in charge of disaster management with technical know-how and practical skills which will be beneficial to national disaster management.
2. To be the public premise responsible for studying, analyzing, researching and developing disaster management related knowledge and know-how both in theoretical and practical aspects, and furtherly transfer to all stakeholders including the public.
3. To generate the awareness among the public and to mobilize their participation for disaster management. As the consequence, the unity and ultimate efficiency of national disaster management can be attained.
4. To be the resource premise of disaster management related modern technology and knowledge for public and private sectors' personnel and general public to study and search for
5. To be the entity accountable for exchanging experiences and information with internal and international network organizations and educational establishments.

4 Academy Curricula

Currently DPMA conducts 5 fields of training:

1. Fire Fighting
 - a. Basic Level
 - b. Advance Level
 - c. DPM Instructor Course
2. Building Collapse
 - a. Search and Rescue
3. Hazardous Materials (Hazmats) Emergency Management
 - a. Basic Hazmats Emergency Management for Multiplied Trainer
 - b. Development and Revision of Provincial Hazmats Emergency Operation Plan
 - c. Hazmats Emergency Operation Plan
4. Civil Defense
 - a. Civil Defense Volunteer Training
 - b. Civil Defense Volunteer Refreshing
 - c. Director of Civil Defense Volunteer Center Training
 - d. Civil Defense Volunteer Role-model Trainer Training
5. Disaster Management
 - a. Civil Defense Plan Management Trainer
 - b. Disaster Management for Executives
 - c. Disaster Management for Practitioners
 - d. Safety Driving Instructor
 - e. Community-based Disaster Risk Management Trainer
 - f. Emergency Medical Assistance / Emergency Medical Service

5 DPMA Campuses

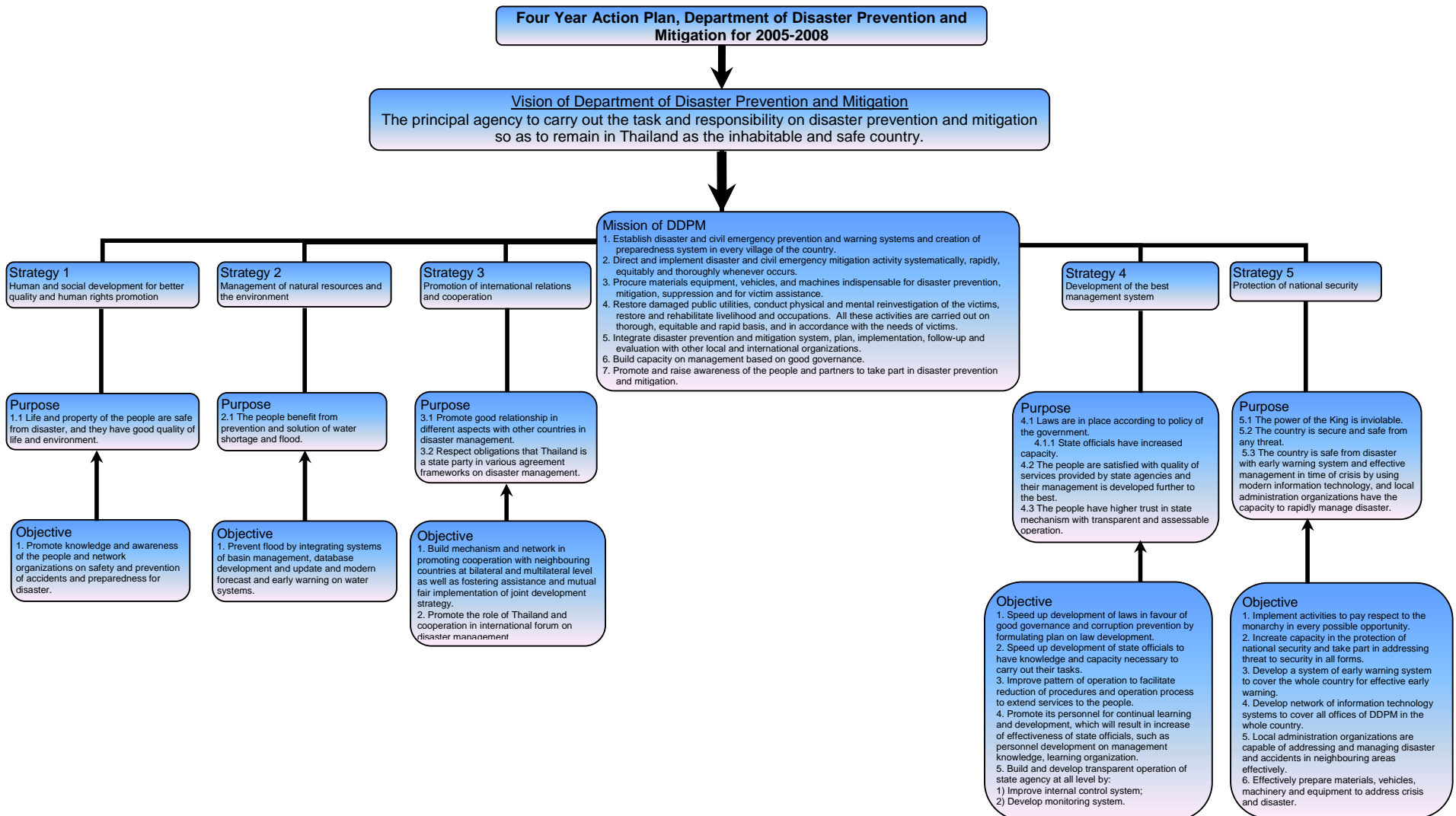
Apart from the establishment located in Bang Poon, Pathum Thani province which serves as the administrative and training venue, DPMA has extended its technical service network by setting up 6 more campuses upcountry.

1. Prachinburi Campus : This campus locates in Prachinburi province and is highlighted as the main fire fighting and search and rescue training center of the country. The construction of 5 main buildings and 13 simulation stations, and the installation of other facilities and amenities are expected to complete within 2 – 3 years.
2. Songkhla Campus : Training courses of this southern campus will be oriented toward creation of awareness and preparedness among the general public in cases of water – related disasters such as landslide and flood, tropical storm and sea rescue.
3. Chiang Mai Campus : This northern campus will specialize in the field of creating awareness and preparedness among the general public in cases of earthquake, flood, tropical storm and mudslide.
4. Khon Kaen Campus : Training courses on flood management and draught management will be highlighted at this northeastern campus. Other training

- courses include creation of awareness and preparedness among general public in the case of earthquake, flood, tropical storm and mudslide.
5. Phuket Campus : This another southern campus will highlight its training courses on creation of awareness and preparedness among the general public in cases of earthquake and tsunami.
 6. Phitsanulok Campus : Training courses of this campus will focus on creation of awareness and preparedness of the general public in cases of flood, tropical storm and mudslide.

Besides arranging these training courses, Department of Disaster Prevention and Mitigation has initiated evacuation drill and simulated exercises annually to create awareness among the public and disaster management in charge officials. And in February 2003, Department of Disaster Prevention and Mitigation (DPM) has signed MOU with Asian Disaster Preparedness Center (ADPC) to cooperate in human resources management and disaster prevention and mitigation and exchange disaster expert. The Cooperation between DPM and ADPC will contribute the disaster management in Thailand be more efficient. Besides, DDPM has signed Joint Agreement with Fire and Disaster Management Agency, Ministry of Internal Affairs and Communication (FDMA), Japan to foster technical cooperation between these two agencies. Other bilateral technical cooperation between DDPM and international organizations are JICA (Japanese International Cooperation Agency) of Japan and GTZ (Gesellschaft for Technische Zusammenarbeit) of Germany. Other international organizations that DDPM has networked and has very closely linked for disaster management related techniques and know-how among others, are Asian Disaster Reduction Center (ADRC, Thailand is one of the member countries), United Nation Development Programme (UNDP), and other United Nations mechanisms.

Annex G: Four Year Action Plan of Department of Disaster Prevention and Mitigation – 2005 to 2008



Annex H: List of Disaster Related Websites in Thailand

www.disaster.go.th	Department of Disaster Prevention and Mitigation
www.moi.go.th	Ministry of Interior
www.adpc.ait.ac.th	Asian Disaster Preparedness Center
www.mot.go.th	The Ministry of Transport
www.thaigov.go.th	Royal Thai Government
www.tmd.go.th	Thai Meteorological Department
www.rid.go.th	Royal Irrigation Department
www.pcd.go.th	Pollution Control Department
www.doa.go.th	Department of Agriculture
www.diw.go.th	Department of Industrial Works
www.police.go.th	Royal Thai Police
www.forest.go.th	Forest Fire Control Division
www.fire.police.go.th	Police Fire Brigade
www.highway.police.go.th	Highway Police
www.bpp.police.go.th	Border Patrol Police Bureau
www.nsc.thaigov.go.th	The Bureau of the National Safety Council of Thailand
www.js100.com	Pacific News Center
www.narenthorn.or.th	Narenthorn EMS Center
www.bma.go.th	Bangkok Metropolitan Administration
www.trafficbkk.com	Police Radio Broadcasting FM 91
www.ruamkatanyu.or.th	Ruamkatanyu Foundation
www.yothin8.cjb.net	Volunteers of Ruamkatanyu Foundation
www.rescuekhonkaen.com	Rescue Khon Kaen
www.ems.fire2rescue.com	Emergency Medical Services
www.pdrv.fire2rescue.com	Public Disaster Relief Volunteer Association of Thailand
www.ndwc.or.th	National Disaster Warning Center