



**Asia-Pacific
Economic Cooperation**

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

Gender Focal Point Network

In cooperation with

Ministry of Women Empowerment, Indonesia,

Kyoto University, Japan,

Philippine Women’s University-Development Institute of Women in Asia-Pacific

Sustainable Development Foundation of Thailand

May 2009

GPFN 01/2007A
Produced by

Dr. Heru Kasidi Project
Project Overseer

Encarnacion N. Raralio
Project Coordinator

Dr. Yulfita Raharjo
Principal Researcher, Indonesia

Yukiko Takeuchi
Principal Researcher
Kyoto University, Japan



Ana Ebo
Principal Researcher
Development Institute of Women in Asia-Pacific
The Philippine Women's University



Ravadee Prasertcharoensuk,
Principal Researcher
Sustainable Development Foundation (SDF)
Thailand

For
APEC Secretariat
35 Heng Mui Keng Terrace Singapore 119616
Tel: (65) 68919600 Fax: (65) 68919690
Email: info@apec.org Website: www.apec.org
© 2009 APEC Secretariat

APEC#209-SO-01.2

Foreword

The Study on Women in Times of Disaster was conducted as response to the increasing number of disaster in APEC region. It is expected that the study can contribute to the APEC works in reducing the reverse impact of disaster particularly among women and the people under their care.

This study was proposed by GFPN and as part of its commitment to advance gender integration in APEC. It is expected to be able to show in practice how gender integration is to be done in the situation of disaster. The study can not change disaster management directly, but it can be used as a reference to build better understanding on the impact of disaster to women and how to better address it. APEC has developed long term strategy to reduce the adverse consequences of disaster and the result of the study can be a reference in making that strategy responsive to gender concerns. As committed by the Leaders, women deserve to get benefits from APEC works and integrating gender into APEC works.

The study was conducted in four economies such as Japan, Indonesia, The Philippines and Thailand and coordinated by the Philippine Women University in Manila. The location of the study was selected based on the experience the economies in managing certain type of disaster. The study is relatively small with some limitation for coverage, duration of the study, undertaken within different and unique cultures, traditions, legal structure, economic level, etc. and was a recollection of past events by providers of information. However, it has rich information and provide a new perspective in seeing disaster management.

The implementation of the study is a kind of collaborative effort with the participation from the government agencies, the NGOs, the survivors and APEC Fora. APEC Bussiness and Management Committee approved this project in October 2007 and it started in May 2008. Due to some technical reasons, the completion experienced delay and was completed in April 2009.

Some recommendation are made regarding gender integration into disaster management, contribution of APEC Fora in promoting gender integration into disaster management and follow up to be done by economies.

On behalf of the coordinator and the researchers, Project Overseer would like to thank:

- Philippines Women University,
- Ministry of Women Empowerment of Indonesia,
- International Environment and Disaster Management Laboratory, Kyoto University,
- Sustainable Development Foundation, Thailand

- Program Director and the Assistant Program Director, APEC Secretariat
- GFPN economy Focal Points of Australia, Indonesia, Japan, The Philippines and Thailand
- Co-chair of Task Force for Emergency Preparedness
- SMEs Working Group
- Dr. Jeannine Bevan, Dr Anusorn Inkampaeng, Dr. Miriam Necesito members of Steering Committee

for the cooperation and support extended in the implementation of the study.

Hopefully this study can give contribution to the way APEC works for the benefit of the people in the region.

Project Overseer,

Heru P. Kasidi

Table of content

	page
Table of Contents	4
List of Acronyms	6
Executive Summary	8
1. Background	11
2. Objectives of the study	12
3. Methodology	13
3.1. Conceptual framework proposed as the basis of the study	13
3.2. Design of the study	14
3.3. Limitation of the study	15
4. Result of the Study	16
4.1. Review of the policy	16
4.1.1. Disaster management policy and the institutions	16
4.1.2. Gender dimension of the disaster management policy	19
4.1.3. Situation of gender integration at strategic policy level	20
4.1.4. Situation of gender integration at management level	22
4.1.5. Situation of gender integration at operational level	23
4.1.6. Why gender is not integrated into disaster management	25
4.1.7. Method to integrate gender into disaster management	31
4.2. The implementation of disaster management from the perspective of gender (Result from field studies in four economies)	33
4.2.1. During emergency phase	34
4.12. During rehabilitation and reconstruction	36
4.13. During preparedness, mitigation and prevention	38
4.3. The role of APEC For a in promoting gender integration into disaster management	41
5. Analysis of the findings	43
5.1. Disaster management policy and institutions	43
5.2. Knowledge on gender and policy implementation	43
5.3. The importance of sex disaggregated data	45
5.4. Gender machinery in disaster management	46
5.5. Role of women in disaster management	47
5.6. Gender issues in phases of disaster	48
6. RECOMMENDATION	50
6.1. Framework for gender integration into disaster management	50
6.2. Role of APEC For a to facilitate gender integration into disaster management	52
6.3. Follow up by economies	53

List of Figures

Figure 1 :	Logic of Gender Integration	13
Figure 2:	Mechanism of Gender Integration	14
Figure 3:	Communication flow to different groups	39
Figure 4:	Knowledge in DM policy in addressing gender concerns	44
Figure 5:	Framework to Develop Gender Management in Disaster Networks.	49

List of Annexes

Annex 1	Methodology of the study	55
Annex 2	Integrating gender issues by disaster management phase : INDONESIA	63
Annex 3	Issues in Gender Integration in Disaster Management : JAPAN	70
Annex 4	Issues in Gender Integration in Disaster Management : Philippines	71
Annex 5	Issues in Gender Integration in Disaster Management : THAILAND	74
Annex 6	Role of women before, during and after disaster	75

List of Acronyms

APEC	Asia Pacific Economic Cooperation
APEC-GFPN	Asia Pacific Economic Cooperation – Gender Focal Point Network
ASC	APEC Study Center
Bakornas PB	Badan Koordinasi Nasional Penanganan Bencana(National Disaster Management Coordinating Body), Indonesia
CBDM	Community-based Disaster Management
CBDRM	Community-based Disaster Risk Management
CDMC	Central Disaster Management Council, Japan
CGEO	Chief Gender Equality Officer, Thailand
CTI	Committee on Trade and Investment(APEC)
CTTF	Counter-Terrorism Task Force (APEC)
DA	Department of Agriculture, Philippines
DOLA	Department of Local Administration, Thailand
DPMA	Disaster Prevention and Mitigation Academy, Thailand
DDPM	Department of Disaster Prevention and Mitigation, Thailand
DepEd	Department of Education, Philippines
DM	Disaster Management
DMC	Disaster Management Council, Japan
DNA	Deoxyribonucleic acid
DOH	Department of Health, Philippines
DOLE	Department of Labor and Employment, Philippines
DPWH	Department of Public Works and Highways, Philippines
DSWD	Department of Social Welfare and Development
DTI	Department of Trade and Industry, Philippines
FGD	Focus Group Discussion
GAD	Gender and Development
GFP	Gender Focal Point, Thailand
GFPN	Gender Focal Point Network, APEC and Philippines
GR	Government Regulation
GOs	Government Organizations
HFA	Hyogo Framework for Action
HRDWG	Human Resources Working Group(APEC)
HTF	Health Task Force(APEC)
ISTWG	Industrial Science and Technology Working Group(APEC)
LDCC	Local Disaster Coordinating Councils, Philippines
LGU	Local Government Unit
MRCWG	Marine Resource Conservation Working Group (APEC)
NCBDM	National Coordination Board for Disaster Management
NCRFW	National Commission on the Role of Filipino Women, Philippines
NDCC	Natural Disaster Coordinating Council, Philippines

NDMA	National Disaster Management Agency of Indonesia
NGO	Non-Government Organization
NHA	National Housing Authority, Philippines
NPOs	Non-profit organizations, Japan
OCD	Office of Civil Defense, Philippines
OCSC	Office of Civil Service Commission, Philippines
OWAFD	Office of Women's Affairs and Family Development, Thailand
PAR	Philippine Area of Responsibility
PD	Presidential Decree, Philippines
PWU-DIWA	Philippine Women's University-Development Institute of Women in Asia-Pacific
RA	Republic Act, Philippines
RP	Republic of the Philippines
RTG	Royal Thai Government
SME	Small and Medium Enterprises Working Group, APEC
SWOT	strengths, weaknesses, opportunities and threats
TEL	Telecommunications and Information Working Group(APEC)
TFEP	Task Force on Emergency Preparedness, APEC
TWG	Tourism Working Group(APEC)
WASH	water, sanitation and hygiene cluster, Philippines
WLN	Women Leaders Network, APEC

The Study on Women in Times of Disaster

Executive Summary

The Asia Pacific Economic Cooperation (APEC)-Gender Focal Point Network (GFPN) conducted this study, “Women in Times of Disaster: The Integration of Gender Issues and Gender Perspective in Disaster Management”. Specifically, this is 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 study was conducted in four economies, namely, Indonesia, Japan, Philippines, and Thailand. The Philippine Women’s University-Development Institute for Women in Asia Pacific (PWU-DIWA) was the project coordinator.

The project had these research components:

1. Review of national policies on disaster management and national women’s machinery
2. Review of Local program implementation
3. Survey and analysis of the implementation of disaster management programs, including institutional capabilities in pre- and post-disaster phases
4. Identification of gender issues and concerns in times of disaster

A case study of one type of disaster in each economy was done, namely, volcanic eruption at Mount Merapi, Sleman District in Yogyakarta Province in Indonesia (April 2006); earthquake in Kobe, Japan (January, 1995); Typhoon Reming, international name, Durian in Albay province, Philippines (November 2006) and Indian Ocean Tsunami, Trang, Satun, Pang Nga and Krabi, Thailand (December 2004).

The finding of the study show that:

1. Disaster management policy and institution:
 - Disaster management has shifted from emergency response only to disaster risk reduction
 - Disaster management institution have been established and extend across level of government and included relevant agencies, and non government agencies
 - Gender integration in disaster management varies in extent and effectivity.
 - Policies on gender mainstreaming have not been fully integrated in DM policies.
 - Gender/gender integration is a relatively new concept, therefore, gender integration in disaster management is still relatively weak in policy as well as in operational levels; the lack of knowledge is identified as the main reason for not integrating gender in DM.

- Though there are policies on gender mainstreaming and on disaster management, there is no effective link between them

2. Policy implementation:

- In Indonesia and Japan, where gender has been integrated into DM law, however the implementation is not yet consistent.
- The Philippines and Thailand, where there are distinct policies and agencies on DM and on women concerns there are still gaps in integration. However, in the Philippines, despite the gaps in policy, the Philippines is cited as best practice in gender integration in the work of departments as well as local governments.

3. Factor for gender integration:

- Knowledge on gender, different impact of disaster on men and women, remains limited, however it can make the implementation of disaster management responsive to gender concerns;
- Gender mainstreaming policy has a strong pushing factor to integrate gender into disaster management;
- Representation of women in decision making process is crucial and the higher their representation, the more gender responsive decision will be made;
- Involvement of Non Government Organizations on disaster management and decision making can facilitate gender integration into disaster management.

4. Gender issues in phases of disaster:

- The numerous natural disasters that hit Asia Pacific, particularly the cases presented here also brought some positive effects like the realization that the roles, needs of women need to be addressed.
- Gender concerns in various DM phases are similar in all four economies.
- Pre-disaster gender concerns range from minimal involvement of women in planning and decision-making processes to the lack of appreciation for gender training by key players to the lack information dissemination
- During disaster, women's health, hygiene and security needs are not effectively addressed
- Post concerns include the lack of access to livelihood/employment, financial resources and other social services.
- The participation of women in policy and decision making bodies are imperative to effective gender integration in disaster management.
- Capacity building in the form of seminars, training on the concept of gender and how to integrate gender concerns in disaster management is a necessary measure to an effective DM program.

- The lack or inadequacy of sex disaggregated data hinder the crafting and implementation of effective gender-responsive disaster management programs and activities.
- Disaster management in the local/village levels addressed to some extent the immediate needs of the people during disaster like evacuation.
- Disasters and their effects cover large areas, therefore, planning and implementation should involve all stakeholders and all efforts properly coordinated.

This study has recommended framework to integrate gender into disaster management which consist of component:

- Building knowledge toward commitment
- Creating gender machinery within disaster management
- Capacity building
- Strengthening data system
- Policy formulation
- Implementation of gender integration

The study also recommends the following to APEC:

- GFPN needs to strengthen its link with TFEP for the purpose of alignment between policies on gender integration and disaster management and among Fora cooperate in managing disaster.
- APEC Fora can contribute to promote gender integration into disaster management through their works in their involvement in disaster management.
- TFEP is recommended to revisit its long term strategy to make it responsive to gender concerns.
- APEC economies to build more effective link between disaster management policy and gender mainstreaming policy and economy's national gender machinery is expected to put disaster management as their priority given the increasing disaster events and vulnerability of women.

This study was funded by Asia Pacific Economic Council – Gender Focal Point Network (APEC-GFPN) upon the initiative of the Ministry of Women Affairs, Indonesia, and prepared by researchers from the Kyoto University, Japan, Philippine Women's University-Development Institute of Women in Asia-Pacific and the Sustainable Development Foundation of Thailand and an individual researcher from Indonesia from the period, June to December 2008.

1. Background

The Asian tsunami and many other natural disasters have repeatedly shocked the world; in many instances the toll has resulted a large number of victims, losses of property, and even losses of social and cultural settings in societies. Disasters have social, cultural and economical impacts. However, while there are losses, in the aftermath there are also opportunities for the inclusion and implementation of effective and targeted responses to rebuild the lives of vulnerable groups in the affected society. Women are among the most vulnerable groups in disaster affected populations and hence have a crucial role in all stages of disaster management.

Traditional thinking believes that disaster affects men and women equally, as disaster does not differentiate sex. However in every disaster event the impact to women and men is different. Gender roles in the societies make them affected differently, both physically and socially. Women can be vulnerable due to lower socio-economic conditions and limited access to resources. They frequently lack of influence due to gender inequality and disempowerment. In many decision making processes, particularly those of a high-level public nature, women are not included. Decisions are made regarding disaster preparedness, building processes for rehabilitation and reconstruction with little or no consultation with women as stakeholders. Across the world women are frequently subjected to violence and have limited access to aid workers to express their needs. This can hinder their mobility, directly impacting on the availability of food and the health and security of the family.

In post-disaster circumstances, vulnerable groups, particularly women, can also be vulnerable to violence and trafficking. Widows can be forced to become primary income earners and this situation can increase the risk of trafficking, debt bondage and exploitation, through their multiple responsibilities as care giver and protector for their family.

Disaster management responses have been formulated in many countries, since the late 80s and early 90s and have included policies, strategies and even technical standards procedures. However, the reviews of many disasters show that vulnerable groups, particularly women, have received little consideration in disaster mitigation and during the rehabilitation and reconstruction phases. Many reviews, studies, and evaluations on disaster management show that the integration of women's issues into disaster management has failed. Often, in the event of a disaster and in the rehabilitation and reconstruction processes, women are marginalized. This has lead to inappropriate and insufficient support for sustaining their livelihood beyond the disaster event. A loss of lives, homes and family members, often leads to the swapping of gender roles of men and women. To survive, women who have lost their husband, must support themselves and their children.

In disaster management, women's involvement remains low. They are mostly involved in relief works, and not in those require decision making. Under representation of women in decision

making bodies has made women's concerns in disaster are not taken into consideration, although women, children and the elderly represent 73% of the population and they have higher vulnerability compared to men. Disaster management is considered for everybody, therefore 73% of population is not seen as something significant.

It is important to examine why, women's needs (and other vulnerable groups) and their concerns have not been integrated in the implementation of disaster management. Even when they are stipulated in the policies, they remain forgotten or not considered during the implementation phases. The reasons may be technical, but may also be due to the socio-cultural environment and attitudes of stakeholders. It suggests that accountability framework also forgets women. Effective methods need to be developed to ensure women's issues are considered both in the disaster management policies and during implementation.

Learning from more frequent event of disasters and the last Indian Ocean tsunami, APEC particularly GFPN, proposed a project named "women in times of disaster". In principle this project was proposed to study the reasons why gender integration into disaster management has failed, including the socio, cultural and technical reasons, and to find practical steps that can facilitate the integration of gender into disaster management.

As many APEC economies are located in the disaster belt, this is a significant issue for the region. In addition, as the Economic Leaders have committed to address disaster issues, this project will contribute to future disaster management and procedures particularly in the integration of women's issues in the process.

2. Objectives of the study

The objectives of the study are to:

1. assess the achievements, obstacles and weaknesses of economies to integrate gender issues into disaster management particularly preparedness for emergency situations and in rebuilding livelihoods;
2. find the common, as well as economy-specific, effective practical methods to integrate gender in emergency preparedness and economic empowerment of women;
3. identify how related APEC fora (including TFEP, SMEWG, HTF etc) can effectively contribute to gender integration in disaster management processes.

3. Methodology

3.1. Conceptual framework proposed as the basis of the study

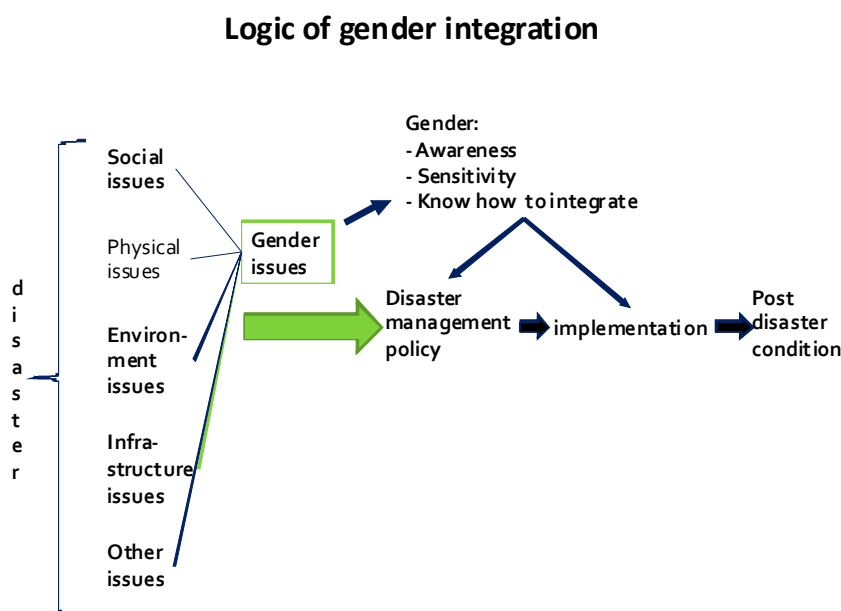
Several studies confirm that women are affected more severely than men when a disaster strikes and, subsequently, when recovery begins. Women are frequently subjected to domestic and sexual violence and often do not have access to female aid workers in the field to express their gender specific needs and concerns.

Women are not taken into account in disaster management, because they lack of influence due to gender inequality and disempowerment and consequently have less decision making power and control over their lives. They have no voice in reconstruction planning and marginalized in their access to relief resources. In addition women are traditionally the primary caregivers and following the disaster, are often left caring for sick and injured family members.

Nevertheless, women are not only victims; they are also agents of change. Many women can survive and be an active force in mobilizing development in their communities. They can do more when presented with opportunities and their views and opinions are taken into consideration in every phase of disaster management.

Disaster has many issues to be considered in its management. These range from physical to social issues including specific women’s issues. In policy development and decision making, awareness and sensitivity about a particular issue will determine whether it will be taken into consideration in the policy that will be used in disaster management. This path will be used in tracking where the gender gaps in disaster management are. The following chart outlines the path.

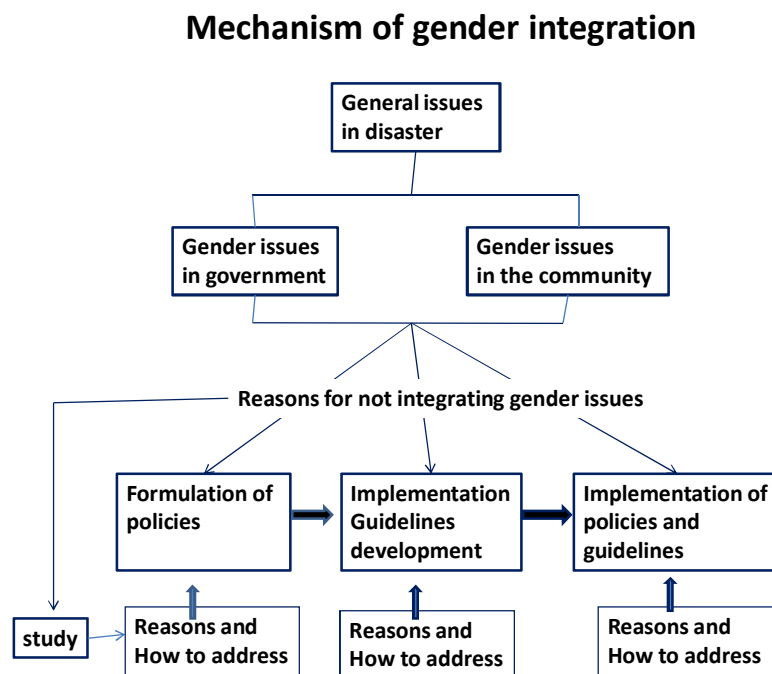
Figure 1. Logic of gender integration



Disaster management is reflected in policies, implementation guidelines, standard operating procedures and other technical guides. Mainstreaming gender is supposed to start at the highest level with broad national policies on disaster management. Logically (and ideally) principles stipulated in national policies will be a reference for more technical policies.

It can be argued that gender issues have not been adequately addressed in disaster management. This study is intended to examine how gender issues are integrated into policies and how they are implemented. The mechanism of gender integration is described in figure 2.

Figure 2. Mechanism of gender integration



3.2. Design of the study

The study is designed to have two components. The components are:

- Review of government policies on disaster management and their application during disaster; and
- Field study to assess the implementation of disaster management policies.

Review of policies on disaster management is aimed to identify whether the policies have integrated gender or not. Field study is aimed to assess the implementation of disaster management policies, identify the obstacles from gender perspective, the reasons for gender integration, and policy impact on social, economic and psychological aspects. Focus Groups Discussion and in-depth interview were employed in data collection in the field study

The study was carried out in 4 economies: Indonesia, Japan, The Philippines and Thailand. The locations and type of disaster in each economy were:

- Indonesia: Volcanic eruption at Mount Merapi, Sleman District, Yogyakarta Province, the last disaster event was April 2006;
- Japan: Earth quake at Kobe, last disaster event was January 1995 and Hiroshima with heavy rainfall in 2000;
- Philippines: Typhoon Reming at Albay Province, last disaster event was November 2006
- Thailand: Indian Ocean Tsunami, Trang and Satun which were fishing areas and Pang Nga and Krabi which were tourist area, last disaster event was December 2004.

Data was collected from secondary sources, Focus Group Discussions and findings validation within each economy involved government officials, NGOs, local (grass root) authorities and the survivors.

Consultative workshop of the four economies involved in this study was held in Jakarta following the completion of the study at four economies, to validate the output of the research. The workshop was attended by the researchers, representative from economies and representative of survivors.

The complete elaboration of the methodology is attached in the Appendix 1.

3.3. Limitations of the study

The study may not represent the entire economy as it was specific to one particular type of disaster in each economy and its impact on one area. The study was undertaken within different and unique cultures, traditions, legal structure, economic level, etc. and was a recollection of past events by providers of information; some details may have been forgotten or overtaken by intervening events. The advantage is that this enabled the resource persons to have a better perspective of significant and longer term concerns and responses. Duration of the study was only effectively five months for three economies and two months for Japan. The other limitation is that not enough information on social, public and private organizations.

4. Result of the study

4.1. Review on the policies

Gender integration is a relatively new concept in disaster management. The Asia Pacific region, being the most prone to natural disasters has experienced devastation and is made worse by the inability to effectively cope with the impact of disasters.

This chapter examines how the four economies coped with disasters. Policies, laws and principles on disaster management at the national and local levels, at the management, sector or departmental levels are discussed. The extent of how gender issues are reflected in strategic, management and operational policies and how these are implemented is evaluated. Issues were identified and measures to address them proposed. Gaps in the integration of gender in policies and between policies and implementation of disaster management were determined.

Furthermore, gender roles were examined at all phases of the disaster management cycle, as a further input to mainstreaming gender in disaster management.

4.1.1. Disaster management policy and the institutions

Disaster management is reflected in the policy, guidelines and procedures that all responsible units in different institutions at different level will use as reference in their works and activities. The study tried to learn from the existing documents issued by institutions that are responsible or related to disaster management in four economies.

Review on the policy documents revealed that the paradigm of disaster risk reduction has been adopted. The policies in 4 economies have included all stages of disaster management such as prevention, mitigation, emergency response, rehabilitation and reconstruction. Although it is not new, disaster risk reduction paradigm relatively new in implementation.

In Indonesia a significant shift of paradigm was reflected in the issuance of new Law named Law no. 24/2007 on Disaster Management, in which protection and safety are basis for government accountability. The new concept of disaster management system is to promote disaster management beyond emergency response and to reduce the risks at every phase of disaster (preparedness, emergency response, rehabilitation and reconstruction). Its major focus is to strengthen public awareness and preparedness of the people, involving all stakeholders including the vulnerable community to manage all hazards. By doing this, it is expected that the implementation of disaster management will work properly coordinated, creating common ownership, avoid overlapping, redundancy and inefficiency. The new system is equipped with the necessary regulations regarding disaster management.

In Japan, the Basic Disaster Management Plan was revised in 1995 based on the experience of disaster response at the event of Great Hanshin-Awaji Earthquake. The plan describes the responsibility assigned to the Government, public corporations and the local government in implementing disaster management measures. It also describes the sequence of disaster countermeasures such as preparation, emergency response, recovery and reconstruction according to the type of disaster. The plan consist of three major components, the Basic Disaster Management Plan, which is the foundation of the nation's disaster management measures, Disaster Management Operation Plan, is a plan made by the respective Designated Administrative Organizations and Designated Public Corporation according to the Basic Disaster Management Plan and Local Disaster Management Plan made by respective prefectural and municipal disaster management councils according to local circumstances.

In The Philippines, Presidential Decree 1566 was the legal basis for the establishment of National Disaster Coordination Council, which is responsible to strengthen Philippines Disaster Control capability and establishment of Community Disaster Preparedness Program nationwide. Education for disaster preparedness and management has also been implemented.

In Thailand, the Disaster Prevention and Mitigation Act was enacted in 2007. The Act emphasis is on giving priority to prevention to mitigate damage and impact of disaster, participation and significance of cooperation of private sector, public organizations, community organizations and the people in managing disaster and on unity in management by designing a systematic management pattern. The strategy applied 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 aims are 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 strategy are to create a disaster management network by linking together national, provincial and local level initiatives. The overall target 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.

Box 1. Shifting of Disaster Management Policy

- Disaster Management has shifted from emergency response to prevention and risk reduction
- Disaster Management is reflected in national policy in the form of laws, acts, order or presidential decrees that spell out DM policies and principles

To implement the policy, each economy has established disaster management institutions or agencies. In Indonesia, the institution is called National Disaster Management Agency(NDMA), which replaced the previous National Coordination Board for Disaster Management(NCBDM) and equivalent to a ministry. The agency structure accommodates the needs to implement disaster risk reduction by the creation of divisions of prevention, emergency relief, rehabilitation and reconstruction in it. The agency has steering committee, consist of representatives from all related ministries and military head quarter.

In Japan, Central Disaster Management Council was established and positioned directly under the Prime Minister. The members of the councils are Prime Minister, all cabinet ministers, chief of designated public corporations (Governor of the Bank of Japan, President of Japan Red Cross Society, President of Japan Broadcasting Corporation and President on Nippon Telegram and Telephone Corporation) and People of experience or academic standing (4 person). The Central Disaster Management Council was established for the purpose of promoting comprehensive countermeasures in which the Prime Minister takes the chair and other Ministers of State are members.

In The Philippines, the government established National Disaster Coordination Council (NDCC). It serves as the highest policy-making body for disasters in the country and includes almost all Department Secretaries as members. The NDCC composed of related line ministers, Presidential Executive Assistants, Chief of staff of Armed Forces, Secretary-General of Philippine National Red Cross Administrator and Office of Civil Defense.

In Thailand, there are two main government bodies with responsibility for disaster management. They are 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.

All disaster management institutions have their extension to lower local administration at provincial and municipality levels. Local agencies to some extent have certain level of authority under the general direction of national policy. Local agencies can adopt or use local initiatives in managing disaster especially in prevention and mitigation. The implementation of national policies can be adjusted to local situation and in this regard, local initiatives can be utilized.

Indonesia structured local disaster management at province and district levels called Local Management Agency (LDMA). In accordance with the application of local autonomy, the new Law gives more authority to the local government, including management of disaster occurred

locally, to ensure faster and more appropriate response to local needs and conditions. In Japan, disaster management councils also exist at prefecture, municipality and community levels. They formulate and execute Basic Disaster Management Plan at their respective level. In The Philippines, disaster coordinating councils (DCCs) are organized at regional, provincial, city and municipal levels and are composed of local officials, representatives of national government agencies and NGOs and private organizations operating at these levels.

Box 2. Disaster management institution

- National disaster management institutions(Agency or Council) in each economy has been established to implement national policy, with different relevant agencies involved in, including line ministries and agencies, and designated public organizations.
- National disaster management institutions role as policy makers and national coordinator
- Disaster management institutions are also established at local government levels with certain authorities

4.1.2. Gender dimension of disaster management policy

Central issue of this study is gender in disaster management. As described in the background, after so many years of disaster management implementation around the world, gender dimension has not been integrated yet, resulting in various problems experienced by women and other vulnerable segment of society who are closely connected to women in daily life. Many methods to integrate gender have been introduced for quite some time, however many reports of disaster response still recommended to do so. In examining gender dimension of disaster management this study started with reviewing the existing disaster management policies from a gender perspective.

Disaster management is reflected formally and legitimately in the policy, which is the main reference to carry out certain action, allocate and mobilize resources and set achievement and accountability measures. As the basis of disaster management, review on the existing policies becomes crucial as it can be root of response or neglect to the issues of men and women in disaster.

In reviewing the policy, the study examined 3 inclusive and interrelated framework for addressing gender issues, namely: *Strategic policy* (in form of Law, Government Regulation, President' Decree, National Development Planning); *Managerial policy* (at the lower level of

strategic policy: such as Ministry Decree, National Disaster Management Agency, sector development planning; Local Regulation); and Technical policy (product of the lower level of managerial policy: such as guidelines, manuals, training materials).

4.1.3. Situation of gender integration at strategic policy level

At strategic policy level, the study revealed that gender integration into disaster management policy varies in 4 economies, as well as their implementation. In general, gender issues have been integrated into disaster management by explicit policy statements that require government agencies to mainstream gender into all development policies, including disaster management policy.

The study found that there are policies on gender mainstreaming and disaster management. The two policies are supposed to be systematically linked and gender issues are integrated into disaster management. However it is not necessarily the case. Implementation of gender mainstreaming policy still faces many obstacles. Some assessment showed that common reasons for not implementing gender mainstreaming are: lack of political commitment; lack of appreciation of the reason why they have to; and lack of know-how.

In Indonesia, gender has been integrated into Disaster Management Law. Gender is described in the most strategic place, namely as the Basis, Principle and Aim of the Law. Gender is placed with other principles such as: *humanitarian; equity; equality before law and governance; harmony; orderliness; certainty of law; and togetherness*. In the Explanation Chapter of this Law, it is explained that “*equality before law and governance means that: the materials covered in disaster prevention cannot contain matters which differentiate background of the people, among others: religion, ethnic groups, race, class, **gender**, or social status*”. Gender dimension is also contained in the principles of the tackling of disasters, among others mentioned, is based on the *principle of non-discrimination*. Although the principle of the Law applies across all chapters of the Law, there is no further elaboration of gender inside the chapters.

In Japan, Gender item was included to the Basic Disaster Management Plan at 2005 and 2008. In 2005 revision, gender issue was integrated into chapters on preparedness, promotion of preparedness, and spread of knowledge of disaster management. Before revision, Basic Disaster Management Plan only included senior citizen, handicap people, foreigner, child, but later pregnant women were included. Furthermore, different needs of the men and the women and both viewpoints as the time of disaster was taken into consideration and included in the policy. Concerning emergency response and management of evacuation shelter, before revision was made, local government paid attention to the living environment of the evacuation shelter and tried to keep a good condition and privacy. With the revision, local government considers different needs of the men and women and both viewpoints.

In further revision made in 2008, disaster management has taken into consideration the needs of men and women and the need to increase the participation rate of women at the important position in general society. These changes have resulted in the increase of proportion of women in decision making positions. The changes made in these revisions were based on the research of Chuetsu Earthquake, Niigata prefecture in 2004, conducted by women's sector of Cabinet Office Government of Japan. This was the first research by women's sector of the Cabinet Office to clear several issues related to gender roles in the society affected by disaster.

In the Philippines, where there are distinct policies and agencies on disaster management and on women concerns, there are still gaps in the integration. The National Commission on the Role of Filipino Women (NCRFW) and the National Disaster Coordinating Council (NDCC) does not have yet active linkage as disaster management is a relatively new area for gender integration. Though the social sector, which involves all social services units, such as health, social welfare, education, has targeted more women and children than men beneficiaries in their regular programs, it generally excluded women issues and concerns in the disaster management planning process.

There is no specific provision of gender in disaster management policy, however gender integration has been to a certain extent implemented by different agencies responsible in disaster management. The level of integration varies among agencies and the study shows that a dozen government agencies have practiced gender integration in disaster management. The other four government agencies were not yet involved in any aspect of gender integration in disaster management.

Gender integration practiced by majority of the government agencies surveyed was due to the progress made in promoting gender mainstreaming in almost all offices through GAD projects which was funded from the agencies' 5% GAD fund, which is always allocated for projects to meet women's concerns. Moreover, there is continuous advocacy and training for women. NDCC has adopted universal norms and principles of humanitarian assistance and global standards on relocation and resettlement. It also undertakes damage and needs assessment that differentiated for women, children, elderly, infant and disabled. Information management included sex-disaggregated data on affected population. Contingency planning has also used disaggregated data.

In Thailand there was no formal integration of gender into disaster management. In 2001, the cabinet endorsed gender policy and made an order to all line Ministries and Departments to establish mechanism 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 were required to appoint 2 significant positions within the organizational structure, namely the Chief Gender Equality Officer (CGEO) and Gender Focal Point (GFP). They have mandate to promote and integrate gender in the policies and programs, as well as to strengthen and promote participation of women in decision-making at all levels of organization and the programs. After 8 years, the Department issued Gender Master Plan which aims at

achieving gender equality within the organization, raise awareness and capacity building on gender. The plan also promotes gender in community based Disaster management, and in development of Gender Knowledge. The plan gives importance to disseminate gender issues and information for learning within the organization and by the public.

Box 3. Gender mainstreaming and disaster management policies

Though there are policies on gender mainstreaming and on disaster management, there is no effective link between them

Recently revised disaster management policies have integrated gender in various extent

4.1.4. Situation of gender integration at management policy level

Policy at strategic level in the form of law, act, national Plan, is the reference for ministry and local government policies in the form of decree, regulations and department orders, etc. Although gender is already stipulated in national policies of Indonesia, it is not necessarily referred to in the formulation of management policy. Gender is stipulated as the principle of the law but not in its component chapters, line ministries may not read gender in the chapters which relevant to their responsibility. Furthermore, the already issued Government Regulations derived from Disaster Management Law did not refer to the principle of gender equity. Policy at management level does not reflect gender integration, even though the higher policy (the Law) puts gender equity as the principle. At management level, no specific policy links to the existing gender mainstreaming policy.

In The Philippines, National Policy does not stipulate gender, but in practice at management and operation level, to many extents, gender is integrated. The study in the Philippines indicated the so called best practice in gender integration in the work of Departments and Ministries as well as Local Government. Therefore integration of gender into strategic policy is not always followed systematically by the lower policy, management and operational policy. This was what has happened.

The lack of policy link is due to the lack of gender mainstreaming efforts in the routine development approach of various sectors. Some reasons for this are: (a) misconception in understanding gender concept for gender is understood as woman; (b) lack of understanding on the need of gender dimension in disaster management as natural disaster is perceived to hit everybody, regardless sex, age, social status, etc.; (c) Disaster management is considered as “for every body”, and no specific consideration toward women; (d) Technically, gender analysis, gender integration and gender mainstreaming are relatively new in practice. They are only

discussed and passing in sectors related to development planning, but without specific action and skills.

In Japan, Designated Administrative Organizations and Designated Public Corporation have Disaster Management Operation Plan, which are based on the Basic Disaster Management Plan. Prefectural Disaster Management Council is responsible to formulate, execute and comprehensive coordination of Disaster Management Plan. As the result of the revisions of National Disaster Management Plan in 2008, Local Disaster Management Plan has included different needs of men and women and both viewpoints in shelter management. The revision has also stipulates the increasing appointment rate of women in shelter management.

The systematic derivation of gender from strategic policy down to management and operational policy can only be observed in the policy documents. The path of policy implementation includes human resources at policy, management, and operation levels. Gender responsive policy does not guarantee consistent implementation. Consistency of the policy implementation in the context of gender can be observed through the implementation at operational level in the field where the actual actions are carried out. Field study conducted at the disaster locations provides information on how gender issues are responded, tackled and anticipated.

Box 4. Gender integration at management level

- At management level, gender integration into disaster management is still inadequate despite it is stipulated in the higher policies
- Lack of links between gender mainstreaming and disaster management policies is due to lack of understanding on gender in disaster and capacity to mainstream gender

4.1.5. Situation of gender integration at operational level

Gender issues at operational level can be identified by examining whether the operational guidelines contain direction or procedures how gender issues should be treated. As there is no systematic derivation from national policy down to operational policy, at operational level, gender integration is yet to be systematically done.

To many extents, gender concept is not known. Service providers in the field has no or limited understanding on gender concept and gender in disaster management. Some time gender is perceived as women only.

In Indonesia, gender perspective of Disaster Management Law, has not yet been translated into operational procedures, even into management policy. At the operational level, there are quite a number of guidelines, manuals, training materials, booklets, assessments, and studies dealing with disaster management, issued by ministries, university/research institutes, NGOs and international agencies. These are in response to the various disasters which have recently occurred. They were issued before enactment of the existing the Law No. 24 of 2007 existed. Some of them are already responded to the problems faced by women and men, while some others touch women issues only, but without understanding the concept of gender equity nor gender integration.

Japan's 2008 government white paper on disaster prevention points out that communities' capability to cope with disasters is on decline mainly because of the aging population and a drop in the number of people who work as community-based volunteer firefighters. The white paper stresses the importance of mutual help within communities during a disaster. But local governments have hit a snag in lining up volunteers. Both individual citizens and local government are the key to successful disaster preparedness. There are no specific guidelines for the implementation of disaster management, but the prefectural and municipal disaster management council is assigned to be responsible for the execution of national policy. Local Voluntary Disaster Management Organizations, the lowest structure of disaster management structure is responsible to prepare material and machinery in the region and practice disaster management drills and other related activities. Following this, gender considerations are not yet prescribed in the procedures implemented at operational level, however the proportion of women firefighters has increased to almost 10 times from that of 1989.

In The Philippines, although gender is not integrated into disaster management policy, in practice, to many extents gender has been taken into consideration in daily activities of disaster management. The local government as the result of mainstreaming policies has taken into consideration gender issues in the actual managing of disasters. There are no guidelines on how to implement gender responsive procedures, but gender mainstreaming policies have resulted in building the understanding on gender equity across the level of government structures and among the community members. Information from the survivors showed that service providers are gender-sensitive to some extent. The survivors reported that during immediate response, service providers have done protective measures for women and children against violence and abuse, ensured women's access to psychosocial counseling and medical services and reported casualties by sex and age. During recovery phase, service providers understood the concept of head of household and ensured women's access to information on relief and rehabilitation measures.

Rehabilitation phase appeared to hold much promise for gender integration. Service providers have implemented 13 out of 19 gender-sensitive long term responses. Among others were: involving women and women organizations in planning and decision making process; use of sex and age disaggregated data as basis for planning, programming, monitoring and evaluation; accommodating women's needs in reconstruction of houses; protecting vulnerable and marginalized groups, including migrant workers, widows and female headed households.

Box 5. Gender integration and actual action

- Gender concerns have not been integrated into operational policy, guidelines and procedures
- Although gender issues have not been integrated into policy, gender concerns are addressed to some degree at operational level.
- Awareness raising in the implementation of gender mainstreaming policy, has caused gender to be considered in the actual action in managing disaster
- Rehabilitation and reconstruction phase can be a good opportunity to integrate gender in the actual action

4.1.6. Why gender is not or integrated into disaster management

The study intends to find the factors for gender integration into disaster management. The information from the officials who works in disaster management agencies, line ministries and persons from Non Government Organizations who work for disaster relief was collected. The information collected has given a figure on the factors of gender integration into disaster management.

a. Knowledge on gender issues in disaster management

The study in Indonesia, found that almost everyone involved in disaster management did not know nor understand gender concept, and different impact of disaster on men and women. Although some of the government officials involved in disaster management have heard about gender, their understanding was inadequate or incorrect. Gender was frequently perceived as women. The other perception among stakeholders was that disaster affects everyone, regardless sex and age or other

condition of the people. The already developed policies, guidelines or procedures have not considered gender and the survivors were treated without distinction. When gender was perceived as women, involvement of women in any implementation of disaster management was considered to be a gender sensitive or responsive action. Among health sector officials for example, they admitted to have already considered gender in the implementation of their responsibility by Inclusion of women health personnel, such as midwives and nurses, in carrying out disaster response. Although to some extent the policy matched some of the conditions of the affected population, it was not based on gender concept. Similar situation took place among NGOs and community organization Among NGOs who have provided assistance to the community, there was still some confusion about gender concept. Some people thought that disaster does not differentiate who were affected and were therefore not considered. During data collection, a brief explanation was given and a clearer understanding was realized. Upon this, they agreed on the importance of gender integration into disaster management and expressed willingness to follow up.

In Japan, significant change on Basic Disaster Management Plan was made in 2005 and 2008. The basis of the changes was improved knowledge on the impact of disaster on men and women revealed by the study done following great Hanshin-Awaji earthquake. The finding showed among others that during day time, evacuation shelter was managed by women, children and the elderly as the men went to work. The study also found that majority of volunteers were men and it was difficult for women to request their needs that were not understood by men volunteers. Relief supplies for women were also minimal and did not meet the needs. The study also implicitly suggests that the role of women has shown to be effective when they have access to decision making. The study was conducted by women sector in Cabinet Office which was at the center of decision making.

In The Philippines, dissemination of gender concept has already reached a large coverage, both among government officials and the community. If in Indonesia ignorance on gender is the cause for not integrating gender, in The Philippines, knowledge on gender is the reason for integrating gender into disaster management and activities. As described above, 12 government departments and agencies, have integrated gender into disaster response actions, although some gaps remained. While NDCC has adopted universal norms and principles of humanitarian assistance, at management and operational levels of disaster management, implementing agencies have not fully implemented these norms for lack of resources.

The knowledge on gender among stake holders was promoted through the implementation of Gender and Development (GAD) policies from national down to village level. GAD policies have also obliged departments and local governments to allocate 5% of annual budget for GAD projects. To some extent, sex disaggregated data is also available and has been used, as the GAD policies are embedded in many

development programs. The level of gender integration was also found to be correlated with the area of responsibility of government departments. Those who were very close to disaster response activities were more responsive to gender issues. It is not known whether they were more exposed to training or information dissemination on gender or they saw the survivors more frequently than those from the other ministries or departments.

In Thailand, the system in disaster management lacked of understanding and awareness on gender resulting in management that created problem of inequality and unfair operation. Awareness on the importance of people' participation in mutual planning was also low.

b. Representation of women in decision making

Gender roles of women in daily life range from domestic works, care giving, community social initiatives, serve as officials in the governments and other organizations, up to decision making in different institutions. In the context of disaster, on one hand women with other vulnerable groups (children, elderly and disabled) are the most affected. On the other hand, they also have capacities in managing disaster as they know better the needs of majority of the survivor (Women, children, the elderly and disabled represent 73% of population). Given their gender roles, they know better what are experienced and needed by women, therefore the existence of women in decision making, particularly in the context of gender integration into disaster management is crucial. The higher their representation, the more gender responsive the decision will be made.

In the case of Japan, low representation of women in Disaster Management Council was claimed to be the reason why a plan was not changed. The rate of the women member in Disaster Management Council of prefectural government level is at an average of 3.1%. The highest level of representation was owned by Tokushima prefecture at 16%, while many other prefectures had no representation of women in the council. At prefectural level, low representation of women in the council, can't influence the decision made by the council to accommodate the needs of women and the others under their care. Similar fashion was observed at municipality level.

The significance of women representation in decision making process was shown by the initiative of women's sector of Cabinet Office. They conducted a study to clarify gender issues following great Hanshin-Awaji earthquake in 2004. The result then brought to the revision of Basic Disaster Management Plan in 2005 which has made significant changes with the inclusion of gender into the Plan. This fact shows that women representation in decision making can make changes, significantly. The increasing number of women fire fighter is expected to influence the way disaster management is executed, as they have important role to lead community disaster management.

The location of the study in The Philippines showed that women Head of Barangay(village) can significantly influence the policy by assigning woman councilors to head committees that are closely related to disaster response such as health, education, environment and sanitation, as well as finance that traditionally held by men.

In Thailand, at local level mechanism in disaster management the ration of the team taking charge of the management was dominated by men. Awareness of promoting community participation was still low. This condition resulted in the failure of the management to respond equally the needs of survivors as a whole, particularly those of women and marginalized people.

c. Gender mainstreaming policy

Gender mainstreaming policy commonly exists in every country in the world, which obliges gender integration into all government policies and programs. In the context of gender integration into disaster management, gender policy is important, however it does not always make its way for certain reason. The effective implementation of gender mainstreaming policy will have impact to disaster management, directly or indirectly.

In Indonesia, Ministry of Women Empowerment which serves as national machinery for gender has approached National Disaster Management Agency to mainstream gender in its policies and programs. Though the result has not yet been materialized widely, there is a growing awareness on gender equity particularly in the context of disaster and disaster management. Meanwhile they are now working to strengthen capacities to mainstream gender into policies and programs. The result might take shape in near future, but the path has been created.

In Japan, national machinery for gender consists of Headquarter for the Promotion of Gender Equality, Council for Gender Equality and Gender Equality Bureau at Cabinet Office. The Headquarters promotes policies aimed at creating a society of equal participation by women and men in all areas and at all levels, targeting not only women but also men, inter alia, their attitudes, life styles, and male-dominant social structure to be tackled. A division or section in charge of women's affairs has been set up in each of 47 prefectural governments and 12 designated municipalities, and they have also formulated their own plans of action for the advancement of women. The Headquarters, mainly through the Office for Gender Equality and each Ministry and Agency, carries out various programs and measures to support and liaison regarding the activities of Local Public Autonomies in the areas of women's advancement and gender equality; and the Ministry of Home Affairs has started financial support of their programs and measures through local allocation tax grants.

In the case of Philippines, there are 3 government agencies responsible to promote gender equity. They are the National Commission on the Role of Filipino Women (NCRFW), Bureau of Women and Young Workers (Department of Labor and Employment) which main task is to formulate policies and promulgates orders, rules and regulations implementing the provisions of the Labor Code affecting working women and minors. The Bureau of Women's Welfare (Department of Social Welfare and Development) promotes women's welfare with specific attention to the prevention or eradication of exploitation of women in any form such as but not limited to prostitution and illegal recruitment as well as the promotion of skills for employment. Gender mainstreaming policy has shown its effectiveness in influencing disaster management implementation to be gender responsive. Gender mainstreaming policy (GAD Policy) authorizes departments and local governments to allocate 5% GAD budget has widely rising awareness and building understanding on gender equity. The improved awareness and understanding on gender then has a significant impact to the implementation of disaster management as gender becomes common principles.

In Thailand, Office of Women's Affairs and Family Development is the machinery for gender equity and is mandated to promote gender mainstreaming in all line ministries' policies and programs. Department of Disaster Prevention and Mitigation (DDPM) has a collaboration with national machinery for gender. This collaboration resulted in establishment of internal mechanism within the DDPM with formulation of a plan on gender-based disaster management. This plan also includes capacity building activities for DDPM staff to integrate gender into their programs and working mechanism. Office of Women's Affairs and Family Development with units, divisions and departments also has 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. It also promotes gender based data and information for use in planning and activities of disaster management.

Although gender policy has not yet succeeded in making disaster management gender responsive, continue effort will facilitate the process in disaster management agency and other stakeholders.

d. Role of Non Government Organizations

Many Non Government Organizations(NGOs) work to respond disaster. Many of them are local organizations that know best the situation at the location of disaster. Many of them have been working for quite some time with many experiences. To many extents they are more flexible compared to government organizations which needs legal basis in taking the actions. NGOs frequently more are adaptive and receptive to the advancement in disaster management made in the other place as many of them has connection with other national and international agencies working worldwide. Non

government organizations can serve as partner of the government and also resources for information, expertise and other matter related to disaster management.

In Japan, non-profit organization (NPO)'s activity has very important role for community disaster management. Some NPOs were established after the Great Hanshin-Awaji Earthquake (1995). Woman's net Kobe as an example, was established in 1992 at Kobe city. Their aims are to support to women and children. They also manage shelter for the victims of Domestic Violence. This NPO provides services for children, pregnant women, victims of violence and other cases. Ten years after 1995 great earthquake, Women's net Kobe made proposal which contained the call to respect human rights and perspective of women as the basic for disaster prevention, the importance of fulfilling women's needs and support for women who have infants and prevention from losing the jobs and inclusion of prevention system for domestic violence in disaster management.

In Indonesia, non government organizations have been working on disaster response since a long time ago. The local organizations commonly are member of the community in the affected areas. They have capabilities in different stages of disaster management although they are not necessarily aware of gender in disaster management. As an organization they usually have records on disaster, the response made and the follow-up beyond emergency phase. Big organizations have some expertise that can be utilized to serve as resources in the process of gender integration. Many of the initiatives they developed can also be utilized in refining the strategy in disaster management at different level.

In the Philippines, a host of NGOs are dedicated to social welfare, including health and education. Moreover, there are impromptu groups that are formed in response to disaster, especially in the immediate aftermath.

The Philippine Natural Red Cross (PNRC) is the largest NGO that responds to disaster and coordinates with national and local government agencies. In the study, the NGOs based in the area of Albay were active in the different disaster management phases.

The Dios Mabalos Foundation trained people for disaster preparedness and coping even before disasters strike. It also helped to ensure the safety of the people during evacuation. The Foundation, organized health and sanitation cluster groups, headed by government organizations and backed by the International Office of Migration. Moreover, Dios Mabalos Foundation conducted feeding programs, livelihood programs and gave counseling to disaster survivors.

In Thailand, many civil societies, 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 the affected

communities. During emergency stage assistance from NGOs and volunteers were focused on provision of immediate relief and resolving immediate problems, such as distributing basic goods like medicine, food and daily necessities to the tsunami affected victims with different approach. Some NGOs worked directly and some others worked with the government and mobilized communities. The support provided varied according to the interest or the expertise of the 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 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 had helped to lay down firm foundation of the community for working with various outside agencies where providing support for them.

Box 6. Factors for gender integration into disaster management

- Knowledge on gender, different impact of disaster on men and women, remains limited, however it can make the implementation of disaster management responsive to gender concerns;
- Gender mainstreaming policy has a strong pushing factor to integrate gender into disaster management;
- Representation of women in decision making process is crucial and the higher their representation, the more gender responsive decision will be made;
- Involvement of Non Government Organizations on disaster management and decision making can facilitate gender integration into disaster management.

4.1.7. Method to integrate gender into disaster management

The study in four economies recommended ways to integrate gender into disaster management. Data was collected from the staff of agencies involved in disaster management to hear their perspective on how to integrate gender into disaster management. It is important to

compliment what have been recommended by many of methods published or to confirm the important issues that have to be anticipated.

To increase awareness and knowledge on gender in disaster, Indonesian study recommended a series of session to include decision makers, management personnel and also operational staff in dissemination program. The approach can be adjusted to target audience, from seminar, dialog, discussion, training to workshop. In some cases, advocacy is needed. Resources to conduct dissemination program can be obtained from gender machinery, non government organizations concerned with gender and disaster or individual experts, both national and international when appropriate. Philippines study recommended that to increase understanding of gender issues and consideration in disaster management, periodic gender assessment can be conducted among institutions to identify extent to which gender issues has been considered in their respective work. When gender mainstreaming program is available, the existing training modules for gender awareness, sensitization, and mainstreaming can be adapted for all functional levels and develop sector-specific tools for various clusters, using a consultative/participatory process. For continuing learning process gender in disaster can be included in orientation or training material of the regular training program. Awareness raising can also be conducted through mass media both electronic and printed.

All involved parties, both government and them outside government structure should be included in awareness raising, for example, the community leaders and community organizations that make part of disaster management structure particularly at grass root level.

Gender integration should be integrated at all level of disaster management, and national policy is the first to integrate gender as it is the main reference. National policy also needs to include measures to ensure men and women needs as well as other vulnerable groups such as children, the elderly and persons with disability are considered. With engendered national policy, authorities at local government will have to follow and all actions will have legal basis for all necessary procedures. Indonesian and The Philippines' study recommended some technique in actual rephrasing of chapters in the national policy.

The studies in Indonesia, Japan and Thailand suggested establishment of mechanism that can continuously safeguard gender concerns in the work of disaster management institutions. Increasing number of women in decision making process, the implementation of activities and monitoring was also suggested to promote gender integration with consideration that women are more sensitive to the needs of women and them under their care. Involvement of women in decision making is not limited to those from government personnel but also women from the community and NGOs. Personnel who work for disaster management in Indonesia expressed that the assistance from local gender machinery is needed to improve awareness and to integrate gender, as they have limited knowledge on skills to follow up.

Box 7. Suggested method for gender integration by stake holders

- Awareness and knowledge on the impact of disaster to men and women is crucial to integrate gender into disaster management
- Awareness raising should include all persons involved in disaster management from policy to implementation level, through different methods range from seminar, training, workshop and even advocacy
- Women involvement is important to promote gender integration
- Assistance from gender machinery is needed to facilitate gender integration

4.2. The implementation of disaster management from the perspective of gender(Result from field studies in four economies)

Review of the policies including the institutions and their entity across the levels of government has shown that gender has not been comprehensively integrated into disaster management. It ranges from exclusion of gender in the principles of the strategic policy to not integrating gender at all, at least by the time the study was conducted. Derivation of gender integration from highest level of policy to operational procedure has not been done consistently. The policy has not been translated into management and operational procedures yet.

Implementation of disaster management has not taken into consideration gender issues. If it has been implemented at all, it was not done in a systematic manner and without legal framework. In all phases of disaster, emergency phase and during rehabilitation and reconstruction gender gap remained.

The experience from 4 economies indicated that gender gaps remained wide during emergency phase of disaster, even though some progress has been noted. Gender roles of men and women in the community separate them to domestic and public spheres. Women do domestic works and give cares to children and the elderly. Given their gender roles they tend to spend more time at home. Men's roles in the community are more at public affair and they are more exposed to matters in public sphere. Given the different gender roles, women impacted differently by disaster. Their vulnerability is closely related to their gender roles.

4.2.1. During emergency phase

Commonly to be in domestic sphere, women are more vulnerable to be the victims. When they are at home, they are prone to be entrapped. Their responsibility to take care of the family members (children, the elderly and disabled) and also the possession at home make them more vulnerable and have more difficulties to escape. In Japan, during Hanshin earthquake in 1995, from 3,294 women victims, some 80% were killed in their collapsed buildings. In Thailand, sex disaggregated data on the victims during 2004 tsunami was not available, but limited data from the Red Cross showed more women died than men. In Indonesia, evacuation routes in the volcano eruption areas do not fit with women, especially pregnant, the elderly and small children. In relation to the warning system, as women are less exposed to information, they did not always understand the meaning of the warning. Even though there was “women, children, elderly first” policy, unavailability of sex disaggregated data made it become ineffective to operate.

The key issue regarding disaster response was the lack of capacity to distribute the assistance, and lack of measures to give an appropriate focus to gender issues, which lead to women not being able to gain adequate, appropriate or equitable access to assistance. Inadequate management and a lack of focus on gender issues lead to a wide range of problematic scenarios. In some cases, 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. This later became a source of conflict. The administrative concept or head of household concept used in disaster relief supplies distribution always marginalize women. Them who lost their husband are often to lose the rights as they can not prove that they are from the affected areas. The absence of ID, frequently avoid women to get relief supplies.

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, personal hygiene needs like sanitary napkins, appropriate underwear and other items specifically required by women were not made available. An exception is the Philippine National Red Cross, who attends to women’s concerns in its immediate responses, specifically the needs of the health workers, hygiene kits and food requirements of women. During Typhoon Reming, the Provincial Planning and Development Office of Albay worked closely with the Department of Health in providing for the needs of women and children especially during the relief phase.

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. Insufficient consideration was given to the participation of women in decision-making process, thus, women’s specific needs were not addressed. In camps and temporary housing, sleeping arrangements, bathrooms, kitchens, lighting and security

were areas where the specific needs of women failed to be addressed. The risk of being in the unsafe temporary shelter has increased the stress. Insufficient facilities to enable women to practice their responsibility in caring for children and the elderly increased their vulnerability to diseases. Unsafe toilet and inappropriate facilities for privacy are the common issues during emergency phase. Further, domestic violence and sexual harassment faced by women before disaster, are aggravated under the more stressful conditions occurring after disaster.

The other issues concern 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 men in the family. Thus, women are not able to gain access to compensation, or are provided an inadequate level of compensation. There are instances where they are asked additional proofs. Equally, women themselves were not sufficiently aware of their rights to compensation in this respect since in the past, before disaster occurred, cultural and social norms did not encourage them to think of themselves as the head of household. Foreigners and foreign workers in the affected areas frequently did not have access to assistance as the mechanism did not allow them to get support.

Sudden loss of family members, parents, children or destroyed house and loss of assets can cause psychological trauma. This usually takes longer time to relieve. Trauma can also develop to depression. Trauma counseling is a treatment commonly provided for the survivors to return their psychological condition to normal, however it was always inadequate.

Loss of possession, asset, legal documents is common in disaster. It can lead to legal conflict. Possession and asset commonly registered on men's name. When legal dispute takes place later, it is difficult for them to defend their rights on their possession and asset. Likewise, business that hampered by disaster, can not always be eased.

All problems cited above were exacerbated by the lack of adequate gender disaggregated information which would otherwise highlight the plight of women 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 used 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.

The summary of gender issues is presented in Box 8.

Box 8. Gender issues in emergency phase

- Women children and the elderly are more vulnerable in disaster and affected differently from men during disasters.
- lack of measures to give an appropriate focus to gender issues, which lead to women not being able to gain adequate, appropriate or equitable access to assistance
- The administrative concept or head of household concept used in disaster relief supplies distribution always marginalize women.
- women's specific needs such as clothing, sanitary napkins, needs under their care e.g. babies' food, are not provided adequately.
- temporary housing, sleeping arrangements, bathrooms, kitchens, lighting and security that fulfill the needs of women and them under her care failed to be addressed.
- Safety of temporary shelter including those against sexual violence is not adequately maintained
- Psychological trauma and legal protection are not adequately provided
- Data disaggregated by sex and age is not available

4.2.2. During rehabilitation and reconstruction

The impact of disaster on livelihood is obvious. Men and women can lose their jobs and their income. In Indonesia, disaster particularly in the tourist area has closed many of businesses and many people lost their jobs including women. Women were also enforced to earn a living as husband lost their jobs, however care giving and domestic works were not automatically released from them. For women who worked in agriculture, damaged their crops has also affected their livelihood. Assistance was needed to rebuild their businesses.

Kobe disaster in Japan, 1995, caused significant social and economic changes to women. There was a great discrepancy between salaries of men and women, which was regarded as the worst form of discrimination between social class of men and social class of women. Women's salary was just half of men's, which with this, they can not afford to build a concrete house. Marriage made them could only work part-time and when they were divorced and has no children, she could not even qualify for government subsidies for housing. This is why many old women live alone in old houses and apartments, which then caused them to be entrapped in collapsed

building. Many part-time female workers were laid off soon after the catastrophe. This created larger segment of poor people with all of its consequences after disaster.

Compensation was also one issue during rehabilitation and reconstruction phase. The problem faced by women in getting the compensation was the administrative status. In Thailand, compensation based on household considered that men are the head of household. Thus, women were not able to gain access to compensation, or got it at inadequate level. In Japan, mass-dismissal of part-time workers was not covered by employment insurance which was a violation of relevant laws. Many among part-timers were mothers with young children who had more burdens with the closure of childcare center and they could not work by leaving the children at home. In this regard, legal system is needed to ban dismissal in the event of disaster. Poverty among women increased particularly for those who before disaster struck were already in vulnerable condition.

Relocation is the other issues during rehabilitation and reconstruction phase. In many cases relocation and provision of permanent housing is connected to the legal ownership of previous damaged houses. Again ownership was based on men's name and women found difficulties in claiming family's property when the husband died. Conflicts over land following the tsunami in Thailand, burdened 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. For women who lost husbands, the prospect of relocation to a new and unknown area was obviously daunting. Relocation also left problems as women had to live separated from their relatives and disrupted from their social safety and networks. Changing new livelihood is also difficult as the previous one had been experienced for long time and became way of life.

Rehabilitation and reconstruction process very seldom involved women in decision making, policy and program formulation, including livelihood rebuilding programs. The program did not consider the existing capital in terms of women's knowledge and skill, nor did they give adequate consideration to women's long term prospects. 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 that their needs were addressed.

The example of Thailand showed that inappropriate assistance provided without considering women's condition, resulted with more burden to women. Provided assistance which was different from their main occupation, has created burden and deprived them from opportunity to earn income and find food that lead to labor migration or worse occupation. In Kusog Kan Kababaihan(KKK, women power) in Philippines, livelihood program initiated by women could match their needs and existing skills, and progressed into greater movement with clear vision.

Besides of being the victims, women have capacities to manage disaster. This capacity in fact operates immediately after disaster occurs. If the government collapsed by disaster because

the office damaged, network failed and facilities broken down, it will return to operation after assistance get in, facilities are fixed and network reestablished. It is not the case of women. They start immediately after disaster occurs, gathering their family members, finding foods for the children, getting shelter and help others. The Philippines study showed what women do before, during and after disasters(Annex 6). They know better what are needed by the family to rebuild their livelihood, however they are usually aside, in decision making process.

Box 9. Gender issues in rehabilitation and reconstruction phase

Economically, men and women are affected differently and women have less access to compensation and to many extent discrimination is more visible particularly for women as part-time workers

during rehabilitation, women were faced with less access, less opportunity to participate, and less time for development activities than their male counterparts

livelihood and skills development failed to address women's specific concerns and similarly, community-level initiatives proceeded in directions which were not necessarily appropriate to women

Data on men and women economic activities and their civil status is not available

women is not represented in decision making that make the livelihood interventions do not meet their needs and capitals, which could lead women to worse condition

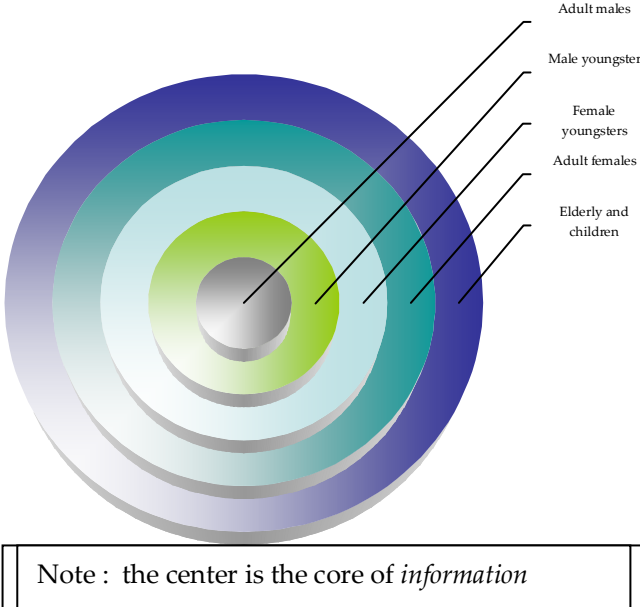
4.2.3. During preparedness, mitigation and prevention

Prior to disaster, 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. But in the area where continue threat exist like the case of Indonesia, disaster preparedness gets more attention compared to the area where disaster threat is not visible. In the development and implementation of disaster prevention and preparedness, the existing system and mechanism lack of measures to ensure women's participation in decision-making processes. As a result, the lifestyles and livelihoods of women are not taken into consideration.

Communication and information is one important issue in preparedness against disaster. The experience of Indonesia, indicated that one of important variables determined the shape and degree of participation was the way how the information was distributed to all relevant societies. Past experience also taught that information is critical in anticipating the danger of disaster. The pattern of communication showed that women are least exposed to information.

The flow of information correlated to age and gender roles of the people in the community. Adult males were most exposed to information, and the intensity of exposure of information decreased to male youngsters, female youngsters, adult female, children and the elderly.

Figure 3. Communication flow to different groups



Almost the similar case in Japan, evacuation training program held by local voluntary disaster management attended mostly by men, leaving women with limited knowledge on when and how to evacuate in the event of disaster. In Indonesia, training on disaster preparedness was focused on men, with the expectation that the information could be disseminated to members of the family, which was not the case. In Thailand not much has been done to build awareness on disaster preparedness among the community.

The situation of communication and information flow, affected the ability to response early warning system. As women least exposed to information, including early warning system, they could miss in understanding the early warning system. The traditional early warning system then becomes crucial as it exists and understood. When the “more effective” system is introduced, it will face the situation which correlates with the pattern of communication and information flow. Siren as new warning system might not be recognized. In Thailand, warning towers still with limited coverage and women did not have a chance to participate in locating the tower. Women practically were not touched by the system. The meaning of the signal was not always understood and women lacked of opportunity to learn the meaning of the signals.

The information channeled through newspaper, radio or others reach limited number of women. Entertainment programs are more interesting than news and information. Women remained vulnerable to the future disaster.

Coping mechanism develops among the community from their experiences in facing disaster. In Indonesia, coping mechanism in facing volcano eruption developed in some aspect of disaster management. Coping mechanism has developed a behavior where people kept doing day to day activities while observing the activity of the mountain. Some simple observation tower built in some places that allow people who passed by to see the mountain. A model of bunker to protect from flowing hot cloud, high alert status with readiness of transportation means and emergency needs and a concept of community evacuation mechanism were developed. Proven effective, the coping mechanism is maintained. In Philippines coping mechanism has strengthened individual resilience, faith and spirit of solidarity. At the community the solidarity become stronger and they became more thankful for the chances and changed behavior and value.

Local wisdom is part of the coping mechanism. In Indonesia, local wisdom taught the people to learn the changes of the environment and strengthen social cohesion, while in Japan, old residents knew which part and when the disaster may happen through the experiences and legacy. But, new residents did not know that information.

Involvement of women in preparedness building still neglected. They are not involved in local policy formulation, nor in the actual activities of preparedness building. Women and women societal organization are not yet involved, while they have capacities in disseminating information with their network, identifying vulnerable individuals or families as well as identifying the resources that can be utilized during disaster. They can also support preparedness building through education of their children. Women, children and elderly represent 73% of the population, and they know well what are for them. They also know the needs, the shape and direction of evacuation routes which fit them and the best shelter for them. However they are least involved.

Data disaggregated by age, sex, and vulnerability is the issue in every phase of disaster management, however the study found that it was not available. The evolution of data collection in some places was not made based on the awareness of different problems faced by men and women in disaster. Vulnerability and capacity assessment did not take into account the issues of men and women, neither age group and disabled. In some places connection between disaster management agencies and line agencies started to collect disaster related data, however without any awareness on the importance of data on vulnerable groups.

Summary of gender issues in preparedness phase in presented in Box 10.

Box 10. Gender issues in preparedness phase

- Communication determines the ability to response early warning system, however it does not take into account women in their social roles
- Local wisdom needs to be considered in formulating policy and program in building preparedness
- Coping mechanism develops among the people in disaster prone areas and coping mechanism should be taken into consideration in disaster management
- Women are neglected and not included in decision making to build preparedness, while they have important knowledge and capacities
- Data segregated by sex and age is not available
- Women organizations are not involved in preparedness building

4.3. The role of APEC Fora in promoting gender integration into disaster management

Disaster management is cross-cutting issue which requires involvement of many different sectors in its activities. Following sectors e.g.: military, security, home affair, health, economics, SMEs, agricultures, education, information and communication, transportation, infra structures commonly involved in disaster management with different focus along the phases of disaster. The connection between gender concerns in disaster management with involved sectors is similar. Gender concerns are also related to the work of sectors, therefore in the context of promotion of gender integration into disaster in APEC, fora related to sectors can contribute. At least they can promote gender integration within their working areas in managing disaster.

Task Force for Emergency is the main partner in integrating gender into disaster management in APEC works. This study also consulted TFEP during its implementation. It is recognized that gender concerns is also the concerns of TFEP as women represent 50% of the population and together with children, the elderly and disabled persons comprise 73% of the population. This significant proportion needs to be taken into consideration in building preparedness against disaster. TFEP has developed Strategy for Disaster Risk Reduction and Emergency Preparedness and Response in the Asia-Pacific Region 2009-2015. The strategic lines adopted by this strategy are: long term recovery of economic activities in affected sectors; enhancement of resilience of

small and medium businesses and local communities; promotion of private sector and non-government to support; promotion of public-private partnership; promotion of the development of effective business continuity and critical incident tools and guides for Small and Medium Enterprises (SMEs) to reduce vulnerability and promote resilience; and promotion of development of donation management processes and procedures. Given its large area to cover it is an opportunity to improve its achievement by integrating gender concerns as women are the player in large proportion of SMEs and other economic activities.

TFEP stock-take made in Peru in 2008 on emergency preparedness capabilities and needs in the APEC region shows that 14 economies have disaster prevention program, 13 economies have emergency management journals and 11 economies have emergency libraries. Several economies have experiences in disaster prevention best practice. Few economies indicate their experiences with gender integration in disaster prevention.

SME working group has experience in a project following tsunami in Aceh, which provided assistance to SMEs affected by the disaster. Some of their clients were women.

TFEP has cooperation with other APEC for a such as: Committee on Trade and Investment (CTI), Human Resources Working Group(HRDWG), Health Task Force(HTF), Industrial Science and Technology Working Group(ISTWG), Small and Medium Enterprises Working Group(SMEWG), Tourism Working Group(TWG), Telecommunications and Information Working Group(TEL). TFEP also cooperates with APEC Study Centers (ASC) and Counter-Terrorism Task Force (CTTF). Gender Focal Point Network(GFPN) is not mentioned.

APEC promotes gender integration in all APEC works through framework for gender integration in APEC. Gender criteria is also included in evaluation of project proposals in APEC system and to many extent it increasing consciousness on gender. However, similar to the findings from 4 economies, gender mainstreaming policy and disaster management policy in APEC do not link effectively yet. TFEP is supposed to integrate gender concerns in their work and gender measures should be included as its performance indicators. Strategy for Disaster Risk Reduction and Emergency Preparedness and Response in the Asia-Pacific Region 2009-2015, does not touch gender concerns and this shows that in APEC, gender integration framework has not been well known by APEC Fora. Given the urgency of the impact of disaster on women and other vulnerable groups, more effective mechanism is needed to push gender integration into TFEP works. Promotion of gender integration into disaster management should be done in partnership with APEC Fora that involve in disaster management and particularly TFEP as leading Fora for disaster risk reduction.

5. Analysis of the findings

The study has revealed that disaster management policy has shifted from emergency response only to disaster risk reduction. It implies that disaster management does not address life saving only, but the whole range of emergency response, rebuilding of livelihood and strengthening the condition to minimize the impact of future disaster. It also means that a broad range of social and cultural situation in the community will be taken into consideration and it is about respecting and protecting human rights. In the context of gender or the situation of men and women, disaster management is about how to integrate gender into the policy, the plan, implementation, monitoring and evaluation in all phases of disaster. As gender issues is about rights of women and also means human rights, it should be honored, fulfilled and protected.

5.1. Disaster management policy and institution

National policy on disaster management is the main reference for all level of implementation. It has been enacted and gender concerns have been adopted. To implement the policy, disaster management institutions have been established and the structures extend from national down to local level and consist of relevant government agencies as well as appointed non government agencies. National institution has the role of coordinating and directing, therefore policy at national level is to be followed by its lower structures.

In the context of gender integration, national policy is the first policy that should integrate gender followed by its lower policies and regulations. Engendered national policy as the main reference, then will be referred to by the lower policy and regulation. Gender integration should go vertically across level of governments as well as horizontally across agencies' policy, program and activities.

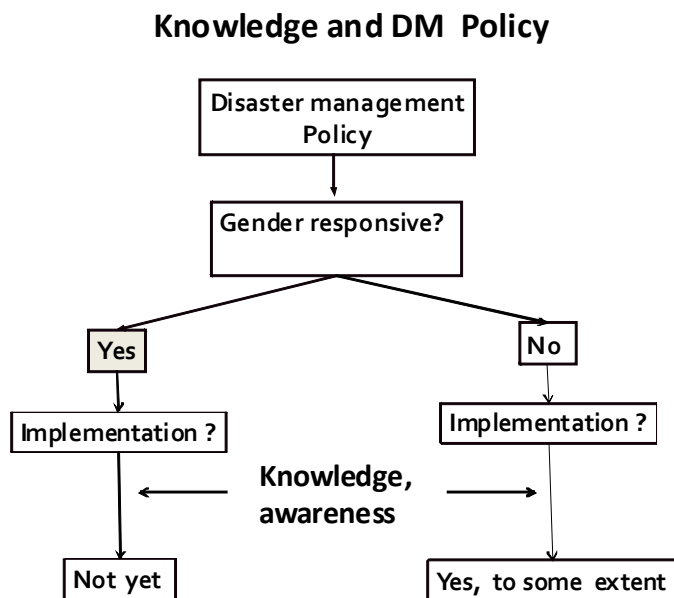
To safeguard gender integration process a mechanism and methods are needed. At national level there are two policies, gender mainstreaming and disaster management policy that do not effectively link to each other. Given the urgency of incoming more frequent disaster event, gender mainstreaming effort should put priority to disaster management. An effective mechanism or a specific machinery to facilitate gender integration into disaster management should be developed or strengthened when it has been initiated.

5.2. Knowledge on gender and policy implementation

In four economies included by the study, disaster management policies vary in the context of how men and women issues are addressed. Review of the policies showed some variation and in the context of gender integration, there is a connection between knowledge and policy implementation.

In Indonesia, although gender has been included as one principle in the national policy, however further elaboration and its inclusion into other legal basis below national level has not happened. Knowledge on gender among officials remained low and misinterpretation of gender concept occurred. National policy on disaster management was issued in 2007. Similar case was found in Thailand, where knowledge on gender is lacking. Its national policy was issued in 2007. The case of The Philippines shows that there is no specific provision of gender in disaster management policy, however to some extent policy implementation is gender responsive. Awareness building has been facilitated by the implementation of gender mainstreaming policy at all level. If in Indonesia knowledge is the barrier for gender integration, it is the pushing factor in The Philippines. In Japan, National Disaster Management Plan was revised in 2005 and 2008 and gender dimension has been included. This revision was made following the improved knowledge on the condition of men and women resulted by a study after great Ganshin earthquake. The point here is that knowledge on gender can influence the change of the policy. The connection between knowledge and gender integration is described in the following picture.

Figure 4. Knowledge in DM policy in addressing gender concerns



In Indonesia, Japan and Thailand, knowledge on gender in disaster is limited, and their policies were issued recently. There is possibility that knowledge on gender and disaster have to develop first, before gender concerns contained in national policy can be further elaborated and referred to in the formulation of other implementation policy, guidelines and procedures.

It was realized that many guidelines to integrate gender are available and gender issues in disaster have been identified, however gender integration is minimal or inefficient or ineffective. Knowledge on gender and disaster should be brought to the center of attention of disaster management. This is crucial as disaster management everywhere is not aware to the issues that actually are around them

If knowledge is limited or absent among stake holders of disaster management, it can be expected that skills to integrate gender into disaster management would also be lacking. Accordingly, all components needed to integrate gender into disaster management will be lacking, absence or do not get attention. There are many methods to integrate gender have been published, but without any understanding on the importance of integrating gender, the methods are not used.

Decision to integrate gender is dependent upon commitment of them who have control on the policy. Commitment can be built when there is adequate knowledge and understanding on the issues as the basis of consideration. Therefore, knowledge building should be directed toward commitment building. As the gender issues is human rights issues, it should get high commitment as all the policy on disaster management is also based on the principles of protection of human rights.

5.3. The importance of sex disaggregated data

Awareness on gender in disaster will lead to the question how is the real condition of men and women, what is the impact both short term and long term and how to prevent that. The question can be answered by making available data disaggregated by sex and age, which can provide pictures of:

- who are affected and how many;
- roles of women and men in the society;
- what activities women do, what are their works other than domestic ones;
- how cultural values position them in daily life.

Given the importance of data, the existing data system should be able to provide sex and age disaggregated data. The system should extend from the lowest level of disaster management at community level up to the highest at national level. Data should also be usable by the level where it is collected. Data will be used in planning, implementation, monitoring and evaluation of the policy and the programs. It will also be the basis for logistic preparation, procedures and accountability. The study shows that until recently disaggregated data is not available at all phase of disaster and consequently gender issues could not be identified and addressed.

The study found that in all phase of disaster, data is always lacking or unavailable.

Data is needed in every phase of disaster management. During emergency phase, data is needed to anticipate the number of victims, logistic needed, shelters to be built, number and capacities of relief personnel, facilities needed etc. Generally population can be divided according to sex and age, and in disaster, other vulnerable population can be added. For example women are 50% of the population, children are 30-35%, babies are 10-15%, elderly and disabled can be up to 10% or so. When the number of population in the affected areas can be obtained, and disaggregation is not available, at least rough estimation can be made. Estimation of possible number of victims by sex and age and other vulnerability should be done as a routine procedure in emergency relief. Data is also needed when “women, children and elderly first” policy is to be applied.

During rehabilitation and reconstruction, data should be made available and it should be able to describe the needs of men and women in rebuilding their livelihood. Survey is needed, when data is not available before disaster. During preparedness data collection system at grass root level can be built and linked to management at higher level. When data system is available, the relevant variable should be collected and routinely analyzed. In assessing vulnerability and capacity of a region, data on men and women must be taken into consideration.

5.4. Gender machinery in disaster management

Gender integration into disaster management is a continuing effort. Once integrated, its implementation should be consistent, vertically from national level to grass root level and horizontally across agencies as each government levels. To maintain the continuity and consistency, gender machinery within disaster management agency is to be established. A mechanism to maintain gender integration and ensure consistent implementation should work within disaster management institutions. In gender mainstreaming this mechanism is known as gender focal point.

This machinery functions to continuously promote gender integration, identify gender issues in disaster occur, facilitate the process of awareness building, supporting gender analysis, providing assistance in policy formulation, development of monitoring and evaluation. The other important function of this machinery is to link disaster management policy and gender mainstreaming policy as indicated by the study.

The actual gender integration will require some skills both for policy formulation and implementation. The skills can be obtained through capacity building which is also part of gender mainstreaming methods. Therefore intensified gender mainstreaming activities is recommended.

5.5. Role of women in disaster management

Women are not only the victims of disaster but can take roles in every aspect of disaster management, from policy making to implementation of activities. As described earlier that women representation is one reason for gender integration. Women representation in decision making can take place at each level. At national level women representation can influence the policy as proven by women sector in Japan Cabinet Office and at local government level as described by The Philippines study. At implementation level, women can serve as part of network of information, assistance provider during the event of disaster, manager of temporary shelter. As health provider women can serve better women, children and the elderly as they know better their needs. However women not much or not taken into consideration as having capacities in disaster management. Given their strengths, a provision in the policy should systematically describe the role of women in disaster management. Again, legal basis is important to ensure involvement of women in every phase of disaster.

In the context of implementation of disaster management, the role of women and their societal organization is important and their inclusion will strengthen the capacities of disaster management at operational level. Many initiatives are lead by women and what they do is close to livelihood. Women are more sensitive to matters related to welfare of the family, social cohesion and solidarity. They are also more friendly to environment. Involving women in capacity assessment will bring out more resources to disaster management as many initiatives that never pass through men's thoughts. The capacity of women is seldom recorded, while some of them are useful for use in disaster management. The study recorded how Japan's women helped their neighbors during disaster and in fact they were the first in disaster scene as men were away to work. In the Philippines women are potential to lead more sensitive structure of village government.

In the event of disaster government in the affected areas frequently collapse and gradually return to function when food, supplies, temporary shelters and other support are provided by relief assistance. Women never stop, they start survival efforts at the first moment, they kept their families together and involved in rebuilding their own lives and their communities. Disaster creates a socially acceptable and legitimate reason for women to get in to public arena. In a way it creates a kind of recognition for women's mobilization to advocate for their needs and also their initiatives, as shown by the case of Japan and The Philippines. This window of opportunity can be used to further engender disaster, however a mechanism, a sensitive mechanism is required. The establishment of gender machinery within disaster management of further involvement of gender machinery at different level can be an alternative to ring women closer to the center of disaster management.

Role of women should be reflected in formal arrangement and one alternative is to include women and women organization in gender machinery within disaster management. Although it has been stipulated in national policy on disaster management in four economies, underlining the importance of women's role needs to be reiterated.

5.6. Gender issues in phases of disaster

Each phase of disaster event create specific situation of women, children, the elderly and disabled persons. This situation needs specific attention in order to reduce further risk of disaster. The study has collected information on what the women experienced during different kind of disaster that needs attention in the process of gender integration into disaster management. The condition in each disaster phase should be brought into disaster management and at different level of policy those have to be accommodated and addressed as appropriate. Gender issues in all phases of disaster have been identified and it can be used in gender integration process as the issues to be taken into consideration in policy formulation.

In addressing gender concerns in phases of disaster management, the emphasis is how disaster management address specific condition of men and women each phase of disaster. Therefore, the policy, guidelines or procedures in managing disaster at each phase is supposed to provide direction for those conditions. The guidelines should be developed either at strategic policy level or management level. The consistent implementation of policy at different phase of disaster is dependent upon the implementers. At this point they must have adequate understanding on gender and it implies that a training is needed.

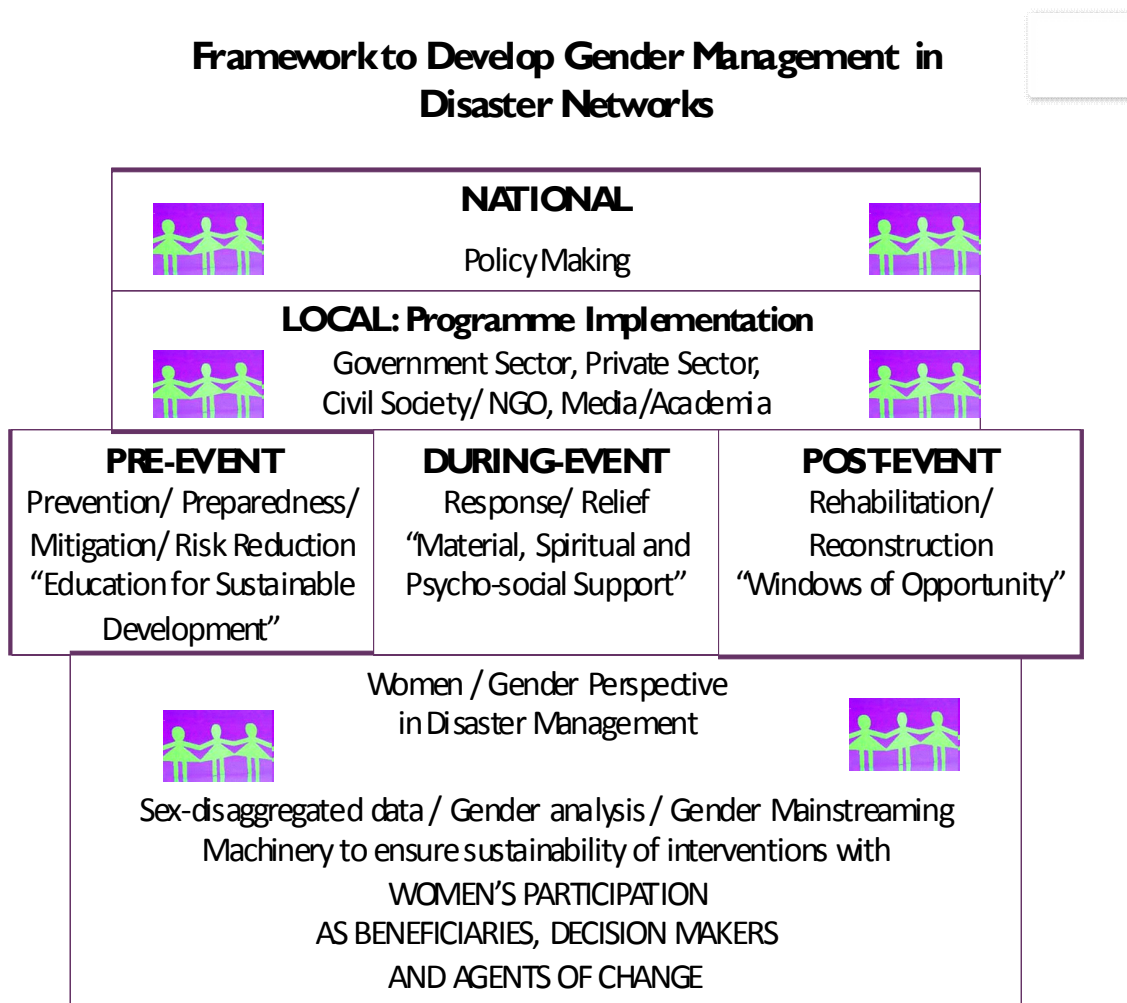
In the implementation of the policy, the readiness of the operational staff is the key. In addressing gender issues in each phase of disaster, the policy, the guidelines and the operational procedures should have been made gender responsive. For its implementation to be consistent, training of personnel is needed. All personnel have to get training on how to carry out gender responsive activities.

In conclusion, gender integration into disaster management consists of the components as follows:

1. Gender integration to be carried out across all level of disaster management, starting from national level, down to local level event the lowest a community level and across agencies at every level of management;
2. Knowledge is crucial in gender integration and knowledge is the basis for commitment building
3. Disaggregated data is important and should be made available and useable at all level of disaster management
4. Gender machinery in disaster management is crucial to facilitate gender integration process, maintain consistency of the implementation and to strengthen effectiveness of link between disaster management policy and gender mainstreaming policy.
5. Women's role is important in integrating gender into disaster management and it should be part or gender machinery in disaster management
6. Gender issues in phases of disaster are the issues to be taken into consideration integrating gender into disaster management

The conclusion of the analysis can be described in the following picture.

Figure 5. Framework to develop gender management in disaster network



Source: Modified from presentation made by Dr. Amelou Benitez Reyes during the Jakarta Conference, 12-14 November 2009.

6. Recommendation

Learning from the information collected and its analysis the study has formulated recommendations on:

- Framework for gender integration into disaster management
- Role of APEC Fora to facilitate gender integration into disaster management
- Follow up by economies

6.1. Framework for gender integration into disaster management

The framework for gender integration into disaster management consists of the following components:

- Building knowledge toward commitment
- Creating gender machinery within disaster management
- Capacity building
- Strengthening data system
- Policy formulation
- Implementation of gender integration

a. Knowledge building toward commitment building

Knowledge building and awareness raising can be done through sessions to expose gender issues in disaster management to policy maker, managers and operational staff. Seminar, dialogue, round table discussion or training can be employed as the method as appropriate. Resources can be obtained from national or local gender machinery, non government organizations concerned with gender and disaster or individual experts, both national and international when appropriate. UN agencies and regional agencies can be invited to serve as resources, e.g.: UN International Strategy for Disaster Reduction (ISDR), APEC Gender Focal Point Network, APEC Task Force for Emergency Preparedness, UN Economic and Social Cooperation in Asia and the Pacific and UN Women Fund.

Special strategy should be developed to bring gender issues in disaster into the center of the attention of disaster management. National women machinery in each economy can be the initiator to bring gender issues into disaster management agency and their counterpart to trigger awareness raising among decision makers. Knowledge building should be directed toward commitment building

b. Creating gender machinery within disaster management agency

Gender machinery within the disaster management agency can be created or established in the form of gender working group, or gender unit. The working group or unit consists of officials, preferably women from different unit in the agency, concerned NGOs and national gender machinery. The aims of working group or unit are: to promote gender integration at all level of disaster management, national and local; to link disaster management policies with gender policies; and to improve women representation in policy formulation and decision making process. Gender working group or unit can support the agency by holding regular meeting to:

- review the existing policies on disaster and recommend revision when necessary or develop guidelines for implementation;
- review gender issues in disaster management from various resources/ studies and cluster it according to areas of responsibility and disaster management cycle and recommend best practices to be integrated into policy at appropriate level;

c. Capacity building

Capacity building is needed to equip relevant staff to mainstream gender into policy, planning, implementation, monitoring and evaluation of disaster management. Training to develop skills in gender integration can be facilitated by gender working group in collaboration with national gender machinery or other organizations work for gender equity. Capacity building can also be included into regular training program of disaster management agencies.

To facilitate gender integration, the agency needs to make available generic tools, manuals, guidebook on integration of gender into management and operational policies, guidelines and procedures of implementation.

Within the context of situation in each economy, national disaster management needs to develop “framework for gender integration” into disaster management adjusted to the existing condition. This framework will be the basis for overall gender integration.

d. Strengthening data system

It is simple but needs some modification in the existing system. Data on population should be disaggregated by sex and age. The existing data system needs some adjustments, particularly refining the existing standard data presentation to enable data

can be analyzed by sex and age. Data from all levels are needed, and network should be strengthened or established.

Data system should develop tools to estimate the composition of vulnerable groups in disaster risk affected areas, when the real data is not available.

e. Policy Formulation

The policy formulated should match its position and function. National policy should function as the reference for its lower policies or other regulatory directives. In similar manner it is derived to the operational guidelines for implementation. To ensure gender is integrated, policy formulation should:

- put gender concerns at the highest part of the policy, e.g.: in principles
- reiterate gender concerns in relevant chapters where gender issues will be addressed by certain sector in disaster management, for example: rescue, logistics, security, health etc.
- put gender as part of measures of performance and accountability

f. Implementation of gender integration

Implementation of gender integration should be done at all level of disaster management. It should cover all level of government, national and local and across agencies involved at each level. Gender responsive disaster management can be implemented in the field when the policy reaches operational level

Recommendation on the framework to integrate gender into disaster management will be used in the Practical Manual which is developed as part of the output of this study. The practical manual is prepared separately.

6.2. Role of APEC Fora to facilitate gender integration into disaster management

Gender integration into APEC work in disaster management has not been effective. TFEP as the leading Fora for development of disaster preparedness has not integrated gender into its work. Therefore, GFPN should pay attention to this situation. More dialogue and advocacy needs to be done to ensure TFEP is aware of gender issues in disaster. Although it has been initiated through the conduct of this study, more formal modality needs to be considered.

TFEP as the leading Fora is mandated to integrate gender into its work. APEC framework for gender integration is the commitment of APEC leaders to ensure women get the benefits from APEC works and given that position, TFEP needs to revisit its Strategy for Disaster Risk Reduction and Emergency Preparedness and Response in the Asia-Pacific Region 2009-2015. It will be the reference for all concerned Fora. TFEP can also function to facilitate cooperation among economies in capacity building, sharing experience, technical assistance and joint effort in disaster management.

Contribution of other APEC Fora is related to their work in disaster management. For example, disaster education can be taken by Human Resources Development Working Group and rebuilding of SMEs' businesses by SMEs Working Group. Vulnerabilities among women affected by disaster can be the areas of concerns where relevant APEC Fora can contribute by developing model of intervention, building network, providing assistance etc.

GFPN and TFEP need to disseminate information of gender and disaster management to all relevant Fora as part of awareness building among APEC fora. GFPN can also bring the findings of the study to SOM for consideration to adoption as inputs to further integrate gender concerns into disaster management works of APEC. All fora, particularly those collaborate with TFEP is the target audience for awareness building.

6.3. Follow up by economies

The project is sponsored by Gender Focal Point Network(GFPN) and all economies are represented. The study recommends that all GFPN economy focal points to disseminate the findings and the guidelines to their economies' institutions both national gender machinery and disaster management agency or council. Upon dissemination to APEC fora, the members are recommended to discuss with their institutions and other involved agencies and plan necessary actions.

GFPN economy focal points are recommended to facilitate more effective link between national gender machinery and disaster management agency and build common strategy to integrate gender into disaster management. National gender machinery needs to put disaster management into their priority, given the increasing number of disaster event and urgency to protect women from the impact of disaster and develop measures to monitor the performance of disaster management activities from the perspective of gender. Further research to different disaster situation in each economy is recommended to identify best practices and effective methods for gender integration.

GFPN and TFEP members are recommended to provide advice to APEC leaders and senior officials on gender integration in disaster management

References

1. APEC : Framework for the integration of Women in APEC. 1999
2. APEC: Strategy for Disaster Risk Reduction and Emergency Preparedness and Response in the Asia-Pacific Region 2009-2015. 2008
3. APEC: Stocktake on emergency preparedness capability. 2008
4. Ministry of Women Empowerment of Indonesia: Guidelines for gender mainstreaming. 2006
5. National Disaster Management Agency of Indonesia: Law no. 7/2007 on disaster management. 2007
6. Pan American Health Organization: Why women more vulnerable
7. Sengul Akçar: Grassroots Women's Collectives - Role in Post -Disaster Efforts: Potential for Sustainable Partnership and Good Governance(Lessons from the Marmara Earthquake in Turkey). Foundation for the Support of Women's Work. 2001
8. Salvano Brisceno: Gender mainstreaming in disaster reduction. UN International Strategy for Disaster Reduction. 2002
9. Shaymala Gomez: Guidelines for gender sensitive disaster management. Asia Pacific Forum on Women, Law and Development, Thailand. 2006
10. UN International Strategy for Disaster Reduction: Gender perspective: Integrating disaster risk reduction into climate change adaptation. 2008
11. UN Economic and Social Commission for the Asia and Pacific: Moving forward post tsunami: voices of the vulnerable. 2006
12. WHO: Gender consideration in disaster management. 2005

Methodology of the study

Definition:

Disaster is a serious disruption of the functioning of a society, causing widespread human, material, or environmental losses which exceed the ability of the affected society to cope using their own resources.

Disaster management is the body of policy and administrative decisions and operational activities which pertain to the various stages of a disaster at all levels.

Gender refers to the socially determined differences between women and men such as roles, attitudes, behaviors and values, as opposed to sex that identifies the biological differences between women and men.

Gender integration refers to ensuring the integration of the capabilities and vulnerabilities both of men and women into disaster management.

Conceptual framework proposed as the basis of the study

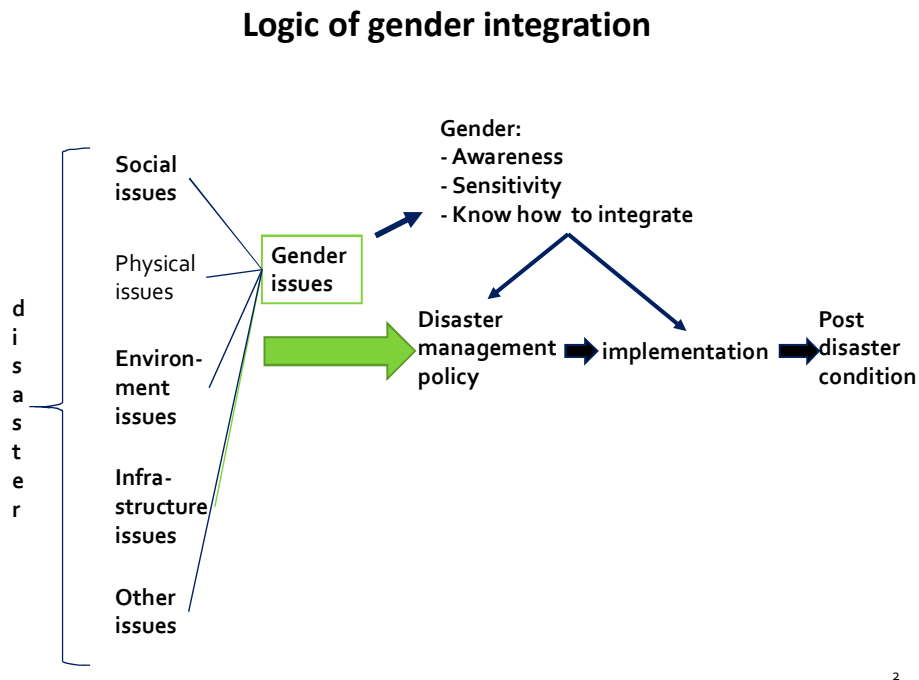
Several studies confirm that women are affected more severely than men when a disaster strikes and, subsequently, when recovery begins. Women are frequently subjected to domestic and sexual violence and often do not have access to female aid workers in the field to express their gender specific needs and concerns.

Why are women not taken into account in disaster management? In some situations, women lack of influence due to gender inequality and disempowerment and consequently have less decision making power and control over their lives. Women may not have a voice in reconstruction planning and can be marginalized in their access to relief resources. In addition women are traditionally the primary caregivers for children, the elderly and disabled. Following the disaster, women are often left caring for sick and injured family members and are less able to mobilize resources for rehabilitation. In some situations the aftermath of disaster can push women into the labor force against their best interests.

Nevertheless, women are not only victims; they are also agents of change. Many women can survive and be an active force in mobilizing development in their communities. They can do more when presented with opportunities and their views and opinions are taken into consideration in every phase of disaster management.

Disaster has many issues to be considered in its management. These range from physical to social issues including specific women’s issues. In policy development and decision making, awareness and sensitivity about a particular issue will determine whether it will be taken into consideration in the policy that will be used in disaster management. This path will be used in tracking where the gender gaps in disaster management are. The following chart outlines the path.

Figure 1a. Logic of gender integration

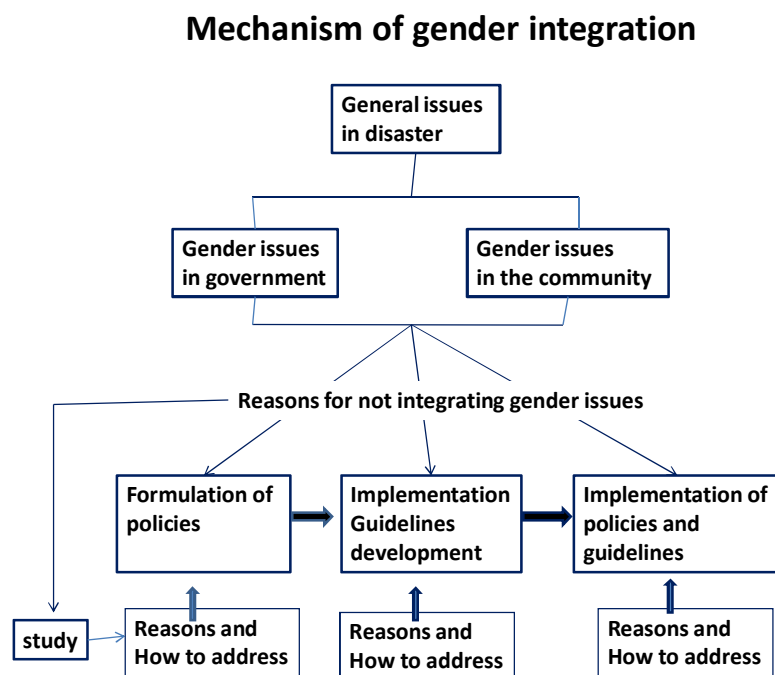


Disaster management is reflected in policies and, further, in its implementation guidelines, standard operating procedures and other technical guides. Mainstreaming gender is supposed to start at the highest level with broad national policies on disaster management. Logically (and ideally) principles stipulated in national policies will be a reference for more technical policies.

It can be argued that gender issues have not been adequately addressed in disaster management and its implementation, The reasons have been identified at different levels of management and implementation. This study is intended to examine how gender issues are integrated into policies and examine how they are implemented. The mechanism of gender integration is described in figure 2a.

The issues of gender and gender integration can come both from the community side and from the government side. The reasons these issues are not integrated are identified in the study and used to develop a kind of “practical manual” for integrating gender issues into disaster management.

Figure 2a. Mechanism of gender integration



To collect data from disaster management(government) side and community side, the study is designed to have two components. The components are:

- Review of government policies and laws on disaster management and their application during disaster; and
- Field study to assess the implementation of disaster management policies.

Policy Review

Disaster management is reflected in policy documents including policies, strategies, implementation guides, manuals and other related technical documents. These documents were reviewed to check whether gender concerns are integrated or not. A set of measures will be applied to determine their responsiveness to gender issues. The measures consist of:

- Statements concerning gender equity in disaster management documents
- Use of sex disaggregated data or gender analysis or vulnerability assessments
- Gender concern to the population targeted
- Utilization of local custom and cultural behavior in strategy

- Availability and provision of accessible gender responsive facilities and supplies
- Consideration of capacity of women and women’s groups

Using these measures, all existing documents were reviewed. The analysis was done to describe how the policies respond to gender issues, starting from the highest policy down to technical guidance for implementation, including monitoring and evaluation methods.

Field study

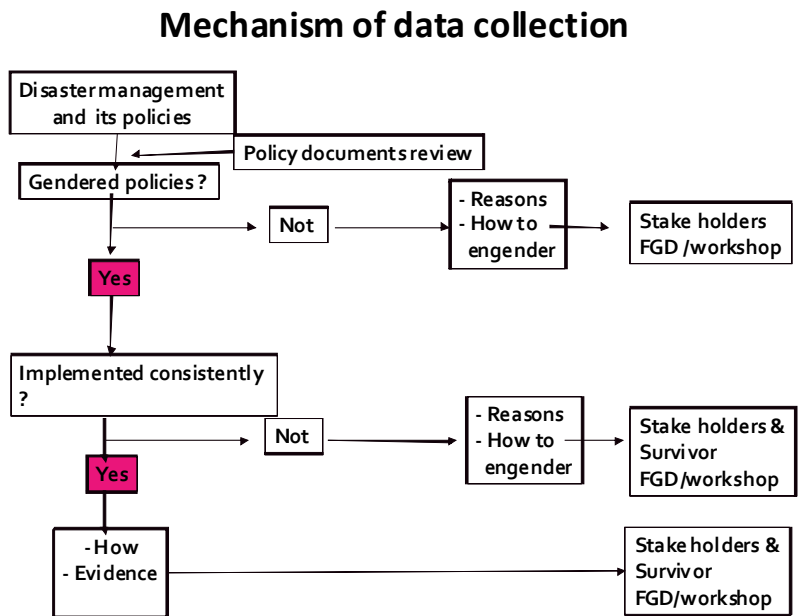
Field study was done in the location of disaster and it was conducted to obtain information on:

- the implementation of disaster management activities;
- identify the obstacles from gender perspective;
- the reasons for gender integration; and
- policy impact on social, economic and psychological aspects.

Data was collected from government officials of relevant institutions responsible for disaster management at national level and local level, member of NGOs and survivors. Data from field study was collected through focus group discussions (FGD).

The mechanism for the data collection is as follows:

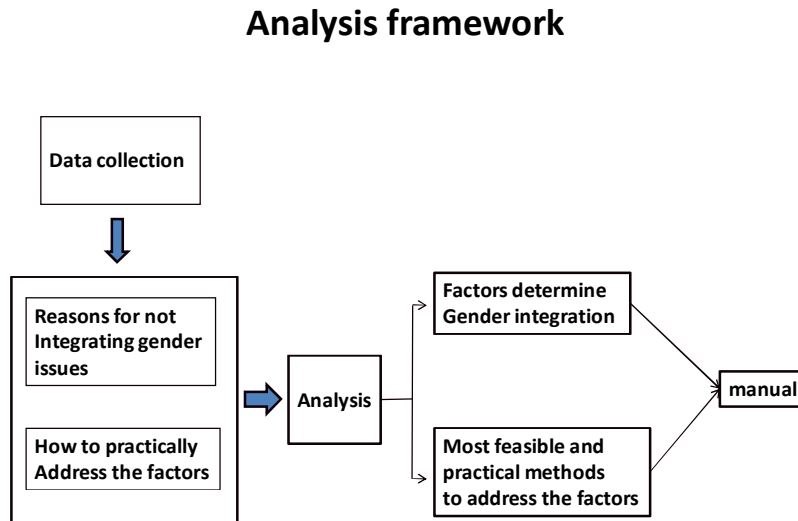
Figure 3a. mechanism of data collection



Analysis Framework

The method of analysis can be elaborated in Figure 4a.

Figure 4a. Analysis framework



Data collection will identify the reasons to integrating gender issues. This is used in developing a “practical manual” to integrate gender issues into disaster management.

Analysis was done two fold. The first was done in each participating economy and the second was the consolidated analysis of results from all participating economies. The consolidated analysis was undertaken in the workshop.

The reasons for integration of gender issues into disaster management was found at different level of policy, such as: strategic policy level(Law, Act, National Plan etc.); management policy level(Local government plan/regulation, Ministry’s regulation); and operational policy level(guidelines for implementation, standard procedures etc.)

Location of the study

Study location was selected with criteria as follows:

- Most frequently affected by disaster
- Recently affected when possible
- Easy to access

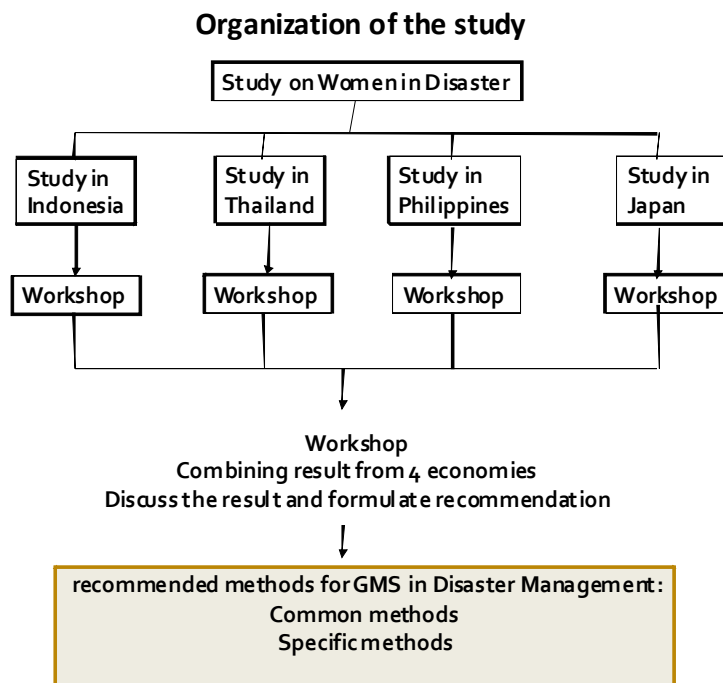
Having that criteria, the locations selected are:

- Indonesia: Volcanic eruption at Mount Merapi, Sleman District, Yogyakarta Province, the last disaster event was April 2006;
- Japan: Earth quake at Kobe, last disaster event was January 1995 and Hiroshima with heavy rainfall in 2000;
- Philippines: Typhoon Reming at Albay Province, last disaster event was November 2006
- Thailand: Indian Ocean Tsunami, Trang and Satun which were fishing areas and Pang Nga and Krabi which were tourist area, last disaster event was December 2004.

Organization of the study

This project has two components, the study and the workshop. The study is done in 4 economies as described above, Japan, Indonesia, The Philippines and Thailand. The result of the study in 4 economies was consolidated to build the final result. The organization of the study described in figure 5a.

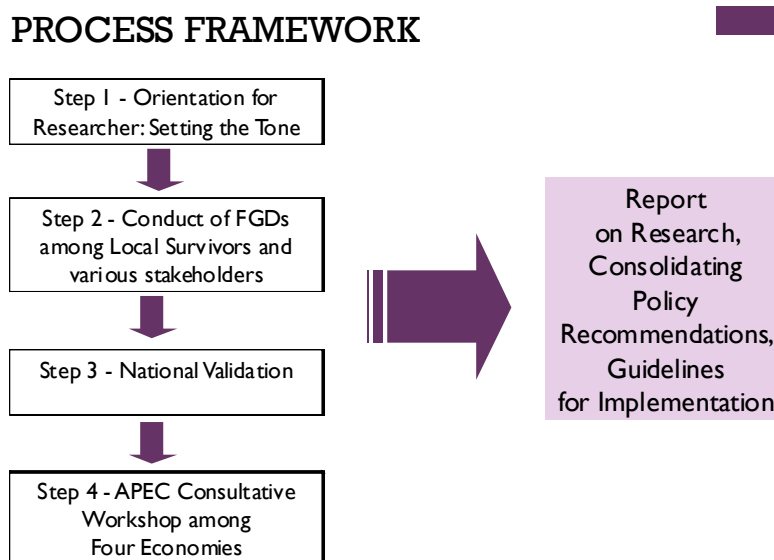
Figure 5a. Organization of the study



Implementation of the study

The study was implemented in 3 sequence activities. The first activity was the orientation of Principal Researchers, followed by the implementation of the study in 4 economies which include document review, field study and validation workshop. To consolidate the result from studies conducted in 4 economies, consultative workshop was held. In brief project implementation is described in Figure 6a.

Figure 6a: Process framework of project implementation



- Orientation of the Principal Researchers

The principal researchers were invited to a workshop in Manila to finalize the methodologies for the policy review and field study. During this workshop, the individual researchers presented their respective initial institutional assessments and related APEC programs, projects and activities on disaster management. Philippine initiatives on national and local disaster management and manualization were presented by the government agencies and non-government agencies concerned.

Based on the prototype used by OXFAM for Asia Pacific Women and Legal Development, a checklist of gender indicators for institutional assessment was finalized during the workshop. The format for the focus group discussion and cause-effect matrix analysis for institutions were also presented and discussed.

- Conduct of FGDs

Analysis of roles of men and women during the disaster and the assessment of impacts of disasters and management practices were based on focused group discussions (FGD) and in depth interviews of survivors and service providers. The survivors were grouped further into the young, adults and elderly, male and female.

Various case studies and best practices were documented by the principal researchers as an additional input agreed during the research workshop.

- National Validations

To validate the research findings, presentations were made by the principal researchers to the representatives from government and civil society in national consultations held on the following dates and venues:

- 8 August 2008 in Manila, Philippines
- 29 August 2008 in Bangkok, Thailand
- August 2008, Jakarta, Indonesia
- No consultation was held in Japan for time constraint.

- APEC Consultative Workshop

The four economies involved in this study met in Jakarta in from 12 to 14, November 2008 to validate the output of the research and come up with practical disaster management interventions that integrate gender concerns. The workshop was attended by the researchers, representative from economies and representative of survivors.

During the workshop, the principal researchers presented their findings and recommendations. Integration of policy review was done using a standard matrix that was developed to enumerate gender issues and describe integration strategies at the strategic, operational and technical levels. The policy-making levels, namely strategic, operational and management levels, were introduced in the problem analysis-strategy formulation. Thailand introduced the use of SWOT (strength, weakness, opportunities and threats) analysis and strategy formulation.

Among all APEC economies invited, Malaysia, Mexico and Peru participated and contributed their experiences and highlighted the need for compliance with the Hyogo Framework. The strategies and recommendations for integrating gender in disaster management were synthesized by the seminar participants, which also included women victims and local service providers. This was followed by a smaller workshop among the principal researchers to further develop the matrix and recommendations.

Annex 2. Integrating gender issues by disaster management phase: Indonesia

Gender issues in disaster management cycle	Objectives	Practical way in addition to general practical way	Indicators	Key stakeholders
Emergency situation				
<ul style="list-style-type: none"> Inadequate and unsafe condition of shelter Water and Sanitation insufficient Unavailability of reproductive health needs Unavailability of baby's need including food 	<p>At Policy Level</p> <ul style="list-style-type: none"> Develop guidelines to direct all procedures in emergency response at different levels accommodate gender issues 	<ul style="list-style-type: none"> See method to integrate gender into policies 	<ul style="list-style-type: none"> Guidelines for emergency response 	<p>NDMA Min of Women empowerment</p>
<ul style="list-style-type: none"> Unavailability of elderly's needs Safety of the toilet Sexual harrasment Access to temporary schooling Food Trauma both physical and psychological Inadequate Clothing Limited and unclear Information Participation in shelter management 	<p>At Management Level</p> <p>Integrate gender into guidelines and standard of conduct focus on:</p> <ul style="list-style-type: none"> Health Infrastructure Security Logistic and supplies Impact assessment <p>Include Gender Focal Point Person in Key management</p>	<ul style="list-style-type: none"> See method to integrate gender into policies Appoint gender focal point to involve in policy formulation Revise composition of Key Management or include him/her in decision making process 	<p>Gender responsive standard of conduct in:</p> <ul style="list-style-type: none"> Health Infrastructure Security Logistic and supplies Security Impact assessment are issued <p>- Refined Key management</p>	<p>Line Ministries Community organizations</p> <p>Line ministries Regional government</p>
	<ul style="list-style-type: none"> Make available update gender sensitive data 	<ul style="list-style-type: none"> See above for data system 	<ul style="list-style-type: none"> Gender Data is available for use in emergency 	<p>NDMA CBS Line Ministries Regional</p>

Gender issues in disaster management cycle	Objectives	Practical way in addition to general practical way	Indicators	Key stakeholders
			response	Government
	<ul style="list-style-type: none"> - Develop coordination mechanism with gender concerned -NGOs and community organization 	<ul style="list-style-type: none"> - See method to develop forum - Revise or develop coordination mechanism at different level 	<ul style="list-style-type: none"> - Regular coordination - Established Gender Team 	Line Ministries
	<p>At Operational Level</p> <ul style="list-style-type: none"> - Develop comprehensive tool kit for gender integration in emergency response including analytical tool and implementation guidelines for use in the affected areas 	<ul style="list-style-type: none"> - Integrate gender into disaster management tools and techniques 	<ul style="list-style-type: none"> - Tool kit for gender integration issued 	Sectoral agencies at regional level
	<ul style="list-style-type: none"> - Establish emergency response team or task force 	<ul style="list-style-type: none"> - Identify qualification of needed personnel to meet gender requirement in emergency response - Appoint and train members 	<ul style="list-style-type: none"> - Gender Focal point member is included in emergency team 	Regional government and sectoral agencies at regional levels
	<ul style="list-style-type: none"> - To evaluate performance of emergency response from gender perspective 	<ul style="list-style-type: none"> - develop method of evaluation by disaggregating data by sex and age - include response to gender issues in analysis of performance of emergency response 	<ul style="list-style-type: none"> - Method is available 	<ul style="list-style-type: none"> - Line ministries - Regional government

Gender issues in disaster management cycle	Objectives	Practical way in addition to general practical way	Indicators	Key stakeholders
Rehabilitation and reconstruction				
<ul style="list-style-type: none"> • Property loss • Property rights • Representation of women in decision making for the future livelihood • Employment and access to income sources • Damage of agriculture • Housing and resettlement 	<p>At Policy Level</p> <ul style="list-style-type: none"> • Develop policy on social rehabilitation which integrate gender in rehabilitation and reconstruction, including representation of women in decision making, protection of rights, access to economic resources 	<ul style="list-style-type: none"> • Use Laws concern with gender in policy formulation as reference in policy formulation • Conduct gender analysis • Include women survivors, women organizations, concerned NGOs and representation of province and district in policy formulation • Include women's basic rights, property rights, property loss in the policy • Develop indicators that responsive to gender issues or gender responsive • Training of operational staff 	<ul style="list-style-type: none"> • Policy on social rehabilitation 	<p>NDMA Min. of Women Empowerment Line ministries</p>
	<ul style="list-style-type: none"> • Develop indicators to ensure gender equity is integrated and implemented 	<ul style="list-style-type: none"> • See method to develop indicators 	<ul style="list-style-type: none"> • Participation of women and men • Victims by sex and age 	
	<p>At management level</p> <ul style="list-style-type: none"> • Develop mechanism to coordinate with 	<ul style="list-style-type: none"> • See method to develop mechanism 	<p>Coordination mechanism issued and implemented</p>	

Gender issues in disaster management cycle	Objectives	Practical way in addition to general practical way	Indicators	Key stakeholders
	NGOs, Local Community organizations <ul style="list-style-type: none"> • Develop mechanism to include women in policy formulation • Develop guidelines to conduct needs assessment which include gender issues • Develop guidelines on Social rehabilitation (reemployment, income generation, rebuilding of livelihood) in rehabilitation and reconstruction program • Develop guidelines on management of psychosocial impact of disaster 	<ul style="list-style-type: none"> • See method to develop policy 	Guidelines developed and implemented	
	At operational level <ul style="list-style-type: none"> - Maintain consistency of the policy 	<ul style="list-style-type: none"> - Developed monitoring mechanism of the implementation of rehab and reconstruction program - Include personnel responsible in monitoring team 	Monitoring mechanism issued and implemented Regular reporting and evaluation is available for use in decision making	Line ministries Regional governments

Gender issues in disaster management cycle	Objectives	Practical way in addition to general practical way	Indicators	Key stakeholders
Gender issues during preparedness				
<ul style="list-style-type: none"> • Communication that does not take into account women and their social roles • Neglect of women in capacity building and skills to anticipate crisis • Representation of women in decision making • Data by sex and age is not available • Early warning system does not reach women and the elderly • Exclusion of women in public matters • Exclusion of potential capacities of women in building preparedness • Exclusion of women organization both formal and informal in the undertakings • Disaster education is not yet formalized 	At strategic policy <ul style="list-style-type: none"> • Develop policy to include women as vulnerable and potential groups in building preparedness 	<ul style="list-style-type: none"> • See above for policy formulation 	Gender responsive policy in preparedness building	NDMA Min. of women Empowerment Line ministries
	<ul style="list-style-type: none"> • Develop standard of preparedness which integrate gender within 	Consider women, children and the elderly as the vulnerable as well as potential group <ul style="list-style-type: none"> - Analyze data on hazard, vulnerability and capacity - Define basic requirement for preparedness during emergency stage of each sector 	<ul style="list-style-type: none"> - Standard of preparedness issued 	NDMA Line ministries
	<ul style="list-style-type: none"> • Develop National Plan of Action for disaster risk reduction • Integrate disaster education into school curricula 	<ul style="list-style-type: none"> • See above for policy formulation - Develop justification - Propose to Min. of National Education 	<ul style="list-style-type: none"> • Gender responsive plan of action Disaster education integrated into school curricula 	NDMA Line ministries NDMA Min. of National Education Min. of Religion Affair
	At Management Policy Integrate gender into prevention and preparedness planning and programming	<ul style="list-style-type: none"> - Strengthen capacity of planning officials through training on technical skills to integrate 	<ul style="list-style-type: none"> • Gender responsive planning and programs 	<ul style="list-style-type: none"> - NDMA - Line ministries

Gender issues in disaster management cycle	Objectives	Practical way in addition to general practical way	Indicators	Key stakeholders
		gender and provide technical assistance in planning and programming <ul style="list-style-type: none"> • Conduct vulnerability and capacity assessment for disaster prone areas for use in developing sectoral policies • Analyze the existing education material 		
	<ul style="list-style-type: none"> • Develop monitoring system with set of gender indicators and operational research as part of preparedness and risk reduction 	<ul style="list-style-type: none"> • Conduct operational research • Develop system 	<ul style="list-style-type: none"> • Monitoring system in place • Data on progress of preparedness 	NDMA Line ministries Regional governments
	<ul style="list-style-type: none"> • Develop standard disaster education for use in school curricula 	<ul style="list-style-type: none"> • Analyze the existing education material • Integrate gender in education material 	<ul style="list-style-type: none"> • Standard of disaster education issued 	<ul style="list-style-type: none"> - NDMA - Min. of national education
	<p>At Operational Level</p> <ul style="list-style-type: none"> • Integrate gender into capacity building program 	<ul style="list-style-type: none"> • Training facilitators for disaster education to serve as resources in teachers 	Gender is integrated into capacity building program Trainers are available	Line ministries Regional governments Community organization at

Gender issues in disaster management cycle	Objectives	Practical way in addition to general practical way	Indicators	Key stakeholders
		trainings		national and local levels
	<ul style="list-style-type: none"> • Develop training and information material or modify current material to integrate gender in it 	<ul style="list-style-type: none"> • Invite experts • Develop standard material or modify the existing 	<ul style="list-style-type: none"> • Information material developed and disseminated 	Line ministries Community organizations
	<ul style="list-style-type: none"> • Implement disaster education in the school 	<ul style="list-style-type: none"> • Adjust to local level situation • Training the teachers • Provide material • Include students in disaster drill 	<ul style="list-style-type: none"> • Disaster education is delivered in the schools 	Regional governments
	<ul style="list-style-type: none"> • Develop monitoring mechanism to evaluate the benefit of preparedness and disaster risk reduction program to women, children and the elderly 	<ul style="list-style-type: none"> • see above on data • Involve women representative in monitoring and evaluation 	Monitoring mechanism in place Regular evaluation is conducted	Regional governments

Annex 3. Issues in Gender Integration in Disaster Management- JAPAN

Economy Specific	Policy			
	Issues	Why	How	Key actor
Preparedness Risk Reduction	System development for Continue work	Many women has difficulty to continue work after marriage and childbirth	Development of low Government support money to company or family.	Ministry of health, Labor and Welfare and Gender equality bureau of Cabinet office
Preparedness Risk Reduction	System development for Continue work	Many women has difficulty to continue work after marriage and childbirth	Development of low Government support money to company or family.	Ministry of health, Labor and Welfare and Gender equality bureau of Cabinet office
	Women is support system is not directly connected to company profit	Development of suppose system	Company and Ministry of health, Labor and Welfare and Gender equality bureau of Cabinet office	Women is support system is not directly connected to company profit
	Low number of women decision makers	Some Men think that Women will leave work after marriage or childbirth.	Make environment to connect work for women.	company and Labor environment and Women equaled government

Annex 4. Issues in Gender Integration in Disaster Management: Philippines

Policy			
Law/national/ gender act			
Issues	Why	How	Key Player
NCRFW and NDCC have no active linkage in integrating gender in disaster management	Disaster Management is a relatively new area for gender integration; vice-versa	Share APEC study finding with NDCC and NCRFW on both policy and technical levels. Introduce relevance of gender management in disaster cycle Institutionalize gender responsive disaster management	NDCC NCRFW PWU-DIWA
Management			
Sectoral regulations			
Issues	Why	How	Key Player
Invisibility of Women as Contingency and Emergency Planners	Proposals from women for disaster management initiatives are usually ignored; Exclusion of women in the disaster management planning process	Include women in all disaster management processes and initiatives	NCRFW NDCC
Secure safety of families of service providers	Families of local service providers are potentials victims of disaster. Providing safety for the families will give peace of mind to service providers and enhance their effectiveness in doing their assigned tasks.	Provide orientation on gender responsive disaster preparedness to service providers and their families	LGU PDCC
Temporary facilities do not meet women's needs: any kitchen, toilets and bathing facilities. Toilet is usually constructed far from the shelter, thus, posing difficulty for women and person's with disability in accessing during night time.	Lack of gender awareness among relevant agencies	Provide gender sensitivity training to relevant agencies	NCRFW,NHA, Commission on the Disabled Persons
Low standards in construction and design of temporary and	Lack of implementation of the HYOGO framework	NDCC should monitor the agency compliance	NHA NDCC


permanent shelters, with no attention given to climatic conditions.			
Lack adequate sanitation, clean water, health services and security. Low quality of food rations which affects health of children and pregnant, breast feeding mothers and elderly women.	Lack of implementation of the HYOGO framework	NDCC should monitor the agency compliance	DOH
Sexual harassment cases in the evacuation centers due to lack of privacy/congestion.	Non-involvement of women in camp management	Inclusion of women in camp management	DSWD
Reproductive Health Care Pregnancy awareness: No special care provided to pregnant women and their special health care needs	Lack of program implementation on site; one factor is the decentralization	Link between the national and local level	DOH
		Lack of implementation of the HYOGO framework	NDCC should monitor the agency compliance
		Participation of evacuees is not considered in the implementing rules and regulations in the development of settlement sites.	Involved neighborhood associations in resettlement planning and decision-making.
Employment/Work Lack of assistance to female entrepreneurs Women entrepreneurs in the food sector had difficulty in accessing government assistance for loan/funding for lack of required documents since all previous documents were lost during the typhoon.	Insufficient funds/resources to restore survivors' livelihoods Lack of humanitarian consideration in regard to documentary requirement for women to access financial resources	Open special window for survivors wishing to put up business DSWD and other agencies concerned should coordinate in reconstruction of vital documents	DTI DOLE DA DTI DOLE DSWD NSO LTO LRTA CHED Dep-Ed

<p>Multiple Burden of Women</p> <p>Child care, elder care and caring for persons with disability Household and/or workplace recovery. (etc. building houses at the relocation site, weaving to augment income)</p>	<p>Women have both reproductive, productive and community roles during disaster, while men have only productive and community roles during disaster</p>	<p>Provide orientation on shared parenting through gender sensitive disaster preparedness program</p>	<p>DSWD LGU ACADEME</p>
<p>Presence of domestic violence in evacuation centers and temporary shelters - result of increased number of male unemployment and alcoholism continuous existence of general perception that violence against women being “a personal matter” with the notion that “magbabago rin yan” (men will change).</p>	<p>Loss of source of income has negative psychological effect on men; This is aggravated by lack of privacy in the camp and denial of conjugal rights.</p>	<p>Provide private space for married couples. Provide gender sensitivity training for men and women.</p>	<p>DSWD Academe NHA</p>
<p>Lack of access to education by school children and those in secondary level.</p>	<p>Relocation sites are far from existing schools. absence of secondary school at the relocation site schools are too far from relocation sites transportation is expensive.</p>	<p>Include in the priority infrastructure in the resettlement plan</p>	<p>DepEd CHED</p>
<p>Some permanent housing have construction material problems</p>	<p>Lack of implementation of the HYOGO framework</p>	<p>NDCC should monitor the agency compliance</p>	<p>NHA NDCC</p>
<p>No freedom of choice in designing/ constructing their houses: usually depending on the donor; construction is subject to prior approval from the government/ corporate donors, thus, imposing problem because there are individual donors who wanted to help.</p>	<p>Participation of evacuees is not considered in the implementing rules and regulations in the development of settlement sites.</p>	<p>Involve neighborhood associations in resettlement planning and decision-making.</p>	<p>NHA DWSD</p>

Annex 5. Issues in Gender Integration in Disaster Management: THAILAND

Issues	Policy			
	Law/national/ gender act			
	Issues	Why	How	Key actor
Preparedness Risk Reduction	Inappropriate strategies to ensure an integration of gender in disaster management	Disintegration of gender and rights in present master plan and DDPM plan	Integrate of gender and rights into DDPM Master plan (no need for separate plan). Assessment of national Hyogo framework implementation.	DDPM Director, GFP and gender task force
	Gender integration in present National DDPM law, structure, rules and regulations	-Lack of political will. -Insufficient gender sensitivity in NDDPM,DDMP, Coordination of the sectoral related agencies. -Recognition on the gender integration in DM of NDDMP and DDMP as well as related agencies.	-Awareness raising: participating in APEC related gender forums on gender and disaster Management. -Gender Balance in National Decision Making Body. -Advocate and campaign of the APEC gender and disaster guideline -Integration of Gender in National DM Master Plan.	OWAFD, NDDPM, DDPM, MOI.
	No data on sex/ age segregation available for planning	Lack of gender sensitivity among policy makers. Lack of awareness of information officers	Capacity building and human resource development -Develop/ plan to improve existing disaster data base with Gender sensitive.	DDPM, OWAFD
		Capacity of DDPM personal	No strategic plan for human resource development and capability building.	Improve existing strategic plan.

Annex 6. Gender roles within the family and community, before, during and after disaster in The Philippines

	Before	During	After
Women	<ul style="list-style-type: none"> - Arrange and keep things and important documents - Prepare lunch - Make sure their children are in a safe place Assist in preparing things needed in the house - Go to market to buy necessities - Cook, fold clothes, arrange gas lamps, cooking materials, etc. 	<ul style="list-style-type: none"> - Evacuate their children to a secure place 	<ul style="list-style-type: none"> - Help to find out what happened to others -Relay information about relief operations - Do laundry, sweep the floor and clean house, re-arrange things - Go back to work (e.g., weaving)
Men	<ul style="list-style-type: none"> - Prepare firewood / charcoal / gas in addition to food - Check the house and roof for leaks - Secure flashlights, candles and matches - Help their wives in keeping important documents and things - Cut branches of trees near their houses that would endanger the family and others - Secure the livestock (carabaos, cows, pigs) 	<ul style="list-style-type: none"> - Help and rescue others who are asking for help 	<ul style="list-style-type: none"> - Repair the house, particularly the roof - Find food - Return to regular work

Gender roles in the community, before, during and after disaster			
	Before	During	After
Women	<p>Bring supplies and materials to identified evacuation centers.</p> <p>Watch over their children; monitor whereabouts of family/household members.</p>	<p>Maintain order in evacuation centers.</p> <p>Watch over their children; monitor whereabouts of family/household members.</p> <p>Attend to food preparation and cleaning.</p> <p>Participate in listing of evacuees by age and sex and special needs (children, elderly, disabled). Participate in distribution of relief goods.</p>	<p>Attend to house repairs.</p> <p>Participate as skilled/unskilled labor in construction of houses ((<i>bayanihan</i>) in case of relocation.</p> <p>Return to previous jobs as tricycle drivers, construction workers or office employees.</p>
Men	<p>Warn neighbors about impending calamity.</p> <p>Watch over properties of evacuated houses (c/o Barangay <i>tanod</i>).</p>	<p>Join rescue teams.</p> <p>Make the rounds of the village.</p>	<p>Return to their homes when it is declared safe.</p> <p>Participate in food preparation (<i>bayanihan</i>) in case of relocation.</p> <p>Participate as unskilled labor in construction of houses ((<i>bayanihan</i>) in case of relocation.</p> <p>Participate in home-based livelihood programs for women.</p> <p>Participate in environment/sanitation programs and in governance (such as homeowners' association).</p>