



**Asia-Pacific
Economic Cooperation**

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

Gender Integration in Disaster Management: Philippines

February 26, 2009

GPFN 01/2007A

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APEC#209-SO-01.3

Table of Contents

Table of Contents	2
LIST OF ACRONYMS	4
EXECUTIVE SUMMARY	6
1.0 Background of the Project	8
1.1 Objectives of the Study	8
1.2 Definition of Terms.....	8
1.3 Methodology	9
1.4 Limitations of the Study.....	10
1.5 THE PHILIPPINE CONTEXT.....	11
Type of Disaster and Specific Disaster Area for the Study	11
2.0 Institutional Assessment	15
2.1 Legal Basis for Gender Integration on Disaster Management.....	15
2.2 The Philippine Disaster Management System (PDMS).....	18
2.3 Gender Issues in Disaster Management.....	27
2.4 Status of Gender Integration in Disaster Management	28
2.5 Best Practices in Gender-sensitive Disaster Management.....	33
3.0 IMPACTS OF TYPHOON REMING: “We Survived: Women’s Lives Also Matter”	37
4.0 GENDER ROLES IN DISASTER MANAGEMENT	43
5.0 ACHIEVEMENTS IN GENDER INTEGRATION IN DISASTER MANAGEMENT	53
6.0 Gender Integration Issues	60
7.0 RECOMMENDATIONS.....	64
7.1 For Governments At All Levels.....	65
7.2 For National Governments: Pre-disaster.....	66
7.3 For Local Governments: Pre-disaster	67
7.4 Non-Government Organizations: Post disaster.....	68
7.5 For the Private Sector.....	69
7.6 For Schools: Pre-Disaster	69
7.7 For Civil Society: Pre-disaster	69
7.8 NEXT STEPS	70

List of Figures

- Figure 1. Climatological Tracks of Tropical Cyclones Entering the Philippine Area of Responsibility (Quarterly)
- Figure 2. Monthly Average Frequency of Occurrence of Tropical Cyclones in the Philippine Area of Responsibility
- Figure 3. Philippine Disaster Risk Profile
- Figure 4. Philippine Disaster Events, 1905 to 2007

- Figure 5. Number of Deaths Due to Major Natural Disasters in the Philippines, 1971 to 2000
- Figure 6. NDCC Paradigm Shift
- Figure 7. Clustering of Organizations
- Figure 8. Inter-department Efforts in Gender Integration
- Figure 9. Why Disaster Impacts Are Increasing

List of Tables

- Table 1. Current Institutional Practices in Disaster Management
- Table 2. Best Practices in Gender Integration in DM
- Table 3. Community Level Action Strategies
- Table 4. Perceptions in Times of Disaster
- Table 5. Gender Roles Within the Family, Before, During and After Disasters
- Table 6. Gender Roles in the Community, Before, During and After Disasters
- Table 7. Roles of Barangay Captains, Before, During and After Disasters
- Table 8. Roles of Police Women, Before, During and After Disasters
- Table 9. Roles of the Department of Education, Before, During and After Disasters
- Table 10. Roles of Employees, Before, During and After Disasters

LIST OF ACRONYMS

AADMER	Association of Southeast Asian Nations (ASEAN) Agreement on Disaster Management and Emergency Response
ADB	Asian Development Bank
ADDC	Asian-Pacific Development Communication Centre
ADPC	Asian Disaster Preparedness Center
ADRC	Asian Disaster Reduction Center
AFP	Armed Forces of the Philippines
APEC	Asia Pacific Economic Council
APSEMO	Albay Public Safety and Emergency Management Office
BU	Bicol University
CBDRM	Community-based Disaster Risk Management
CCA	climate change adaptation
CDRC	Citizen's Disaster Preparedness Center
CHED	Commission on Higher Education
CSSR	Collapsed Structure Search and Rescue
DBM	Department of Budget and Management
Dep-Ed	Department of Education
DENR	Department of Natural Resources
DILG	Department of Interior and Local Government
DIWA	Development Institute for Women in Asia-Pacific
DMPF	Dios Mabalos Po Foundation
DNRI	National Criminal Intelligence Service
DOH	Department of Health
DOST	Department of Science and Technology
DPWH	Department of Public Works and Highways
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
DSWD	Department of Social Welfare and Development
DTI	Department of Trade and Industry
ECHO	European Commission Humanitarian Aid Department
EU	European Union
GAD	Gender and Development
GFPN	Gender Focal Point Network
GLIDE	GLobal IDentifier Number
GTZ	The Deutsche Gesellschaft für Technische Zusammenarbeit (German Technical Cooperation)
HFA	Hyogo Framework for Action
ICS	Incident Command System
IHAN	International Humanitarian Assistance Network
IOM	International Office of Migration
ISDR	International Strategy for Disaster Reduction
LDCC	Local Disaster Coordinating Council
LRTA	Light Rail Transit Authority
LTO	Land Transportation Office

MFR	Medical First Responders
MSWO	Municipal Social Welfare Office
NCRFW	National Commission on the Role of Filipino Women
NDCC	Natural Disaster Coordinating Council
NGO	Non-Government Organization
NHA	National Housing Authority
NSET	National Society for Earthquake Technology-Nepal ???
NSO	National Statistics Office
NSTP	National Service Training Program
OCD	Office of Civil Defense
OXFAM GB	Oxfam Great Britain
PAGASA	Philippine Atmospheric, Geophysical & Astronomical Services Administration
PAR	Philippine Area of Responsibility
PBSP	Philippine Business for Social Progress
PD	Presidential Decree
PDDC	Provincial Disaster Coordinating Council
PDMS	Philippine Disaster Management System
PDRA	Participatory Disaster Reduction Assessment (APDC)
PDRSEA	Partnership for Disaster Reduction in Southeast Asia
PEER	Program for Enhancement of Emergency Response
PHILVOLCS	Philippine Institute of Volcanology and Seismology
PHO	Provincial Health Office
PIA	Philippine Information Agency
PNP	Philippine National Police
PNRC	Philippine National Red Cross
PNRI	Philippine Nuclear Research Institute
PPDO	Provincial Planning and Development Office
PWU	Philippine Women's University
RA	Republic Act
RP	Republic of the Philippines
READY	Hazards Mapping and Assessment for Effective Community-Based Disaster Risk Management
SAC	Social Action Center
SASOP	Standard Operating Procedures for Regional Standby Arrangements
SNAP	Strategic National Action Plan
UNDP	United Nations Development Program
USAID	United States Agency for International Development

EXECUTIVE SUMMARY

The purpose of this report is to examine the content and processes with a view to providing recommendations on how gender can be integrated in disaster management.

In order to achieve these objectives, a two-fold process was initiated:

Part 1: Institutional Assessment through a series of interviews, gathering of secondary data

Part 2: Validation and Consultative workshop with key stakeholders including the final presentation of outputs, namely the findings and practical guidelines for gender integration in disaster management. A case study on the Philippine experience (Typhoon Reming on November 30, 2006) is presented.

Prior to the consultative workshop with APEC economies and stakeholder on November 12-14, 2008 at Jakarta, a preliminary assessment was conducted in four economies, namely, Philippines, Indonesia, Thailand and Japan. Three priorities were identified:

1. Mainstreaming gender into policies, programs, projects and activities
 - Gender has not been integrated in most approaches being implemented by the four(4) economies therefore, the collection and use of sex -disaggregated data as input for disaster preparedness, emergency response, rehabilitation and reconstruction
 - Identification of possible evacuation centers and recovery plans
2. Capacity building
 - Increasing involvement of women in disaster management and gender integration awareness, education in vulnerability mapping, alternative livelihoods, local public-private partnerships, among others
3. Enhancing gender and disaster data information and management
 - Establishment of knowledge-base platform for sharing of best practices among economies as basis for appropriate technical assistance and exchange.

Main findings

Within the Office of Civil Defense (OCD) or the National Disaster Coordinating Council, (NDCC) there is a strong sensitivity to the critical importance of gender issues and gender consideration in the transformation of economies and critical to building resilient local economies.

Currently, it would appear that there are clear deficiencies in gender analysis in the work of civil defense/ disaster coordinating council. There is no overall analytical framework as it relates to hard areas of economic and social development concerns. There is awareness that gender issues and concerns are quite important to how these policies are designed and implemented. However, the understanding of gender, gender issues and gender analysis in terms of who is the target of the proposed policy changes, whether direct or indirect, the beneficiary, the processes where gender integration can create greater impact are not given sufficient attention.

Flood preparedness is, to a large extent, dependent on two elements: (1) the ability of relevant national, local and community institutions to orchestrate communication; and (2) determining and prioritizing the content of communication on the basis of user needs and priorities.

Men and women have different capacities and vulnerabilities in regards to information dissemination due to their different roles and conditions. Therefore, they are affected by disaster differently. In many contexts, men are better connected to early warning mechanisms due to their movement in public spaces and access to various channels of communications, such as radio and TV, informal community networks and interaction with officials. Women have limited access to information and knowledge related to disaster risks in their communities as they are more active in the home and thus, have less mobility in the community and understand hazards less. Women's voices are barely heard regarding risk reduction in policy and decision making processes.

1.0 Background of the Project

1.1 Objectives of the Study

The project specifically aims to attain the following objectives:

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

The Philippine Women's University – Development Institute for Women in Asia-Pacific (PWU-DIWA) has been selected as Regional Project Coordinator for the APEC “Study on Women in Times of Disaster” involving the Philippines, Indonesia, Japan and Thailand.

1.2 Definition of Terms

The following terms and situations as mentioned in the foregoing discussion are hereby defined for better understanding of the receiver of this paper.

Disaster (from steering committee meeting) is a serious disruption of the functioning of a society, causing widespread human, material, or environment losses which exceed the ability of the affected society to cope using its own resources

Disaster Management: the body of policy and administrative decisions and operational activities which pertain to the various stages: Preventive/ preparedness; response during the disaster, and Recovery/ reintegration / rehabilitation/ reconstruction of a disaster at all levels

Disaster Risk Reduction – the conceptual framework of elements considered with the possibilities to minimize vulnerabilities and disaster risks throughout a society, to avoid (prevention) or to limit (mitigation and preparedness) the adverse impacts of hazards, within the broad context of sustainable development.

Preparedness refers to pre-disaster actions and measures being undertaken to avert or minimize loss of lives and properties. It includes community organizing, training, planning, equipping, stockpiling, hazard mapping and public information and education initiatives.

Mitigation refers to measures aimed at minimizing the impact of a natural or man-made disasters in terms of casualties and damages. It also refers to measures to prevent natural phenomena from causing or resulting to disasters or other related emergency situations.

Response refers to concerted effort by two or more agencies, public or private to provide emergency assistance or relief to persons who are victims of disasters and in the restoration of essential public activities and facilities.

Rehabilitation refers to process by which the affected communities/areas or damaged public infrastructures are restored to their normal level or their actual condition prior to the occurrence of the disaster or calamity.

Gender Integration is ensuring the integration of the capabilities and vulnerabilities both of men and women into disaster management

Geneva 2001: Disaster risk is usually conceptualized as being made up of two elements, hazards and vulnerability, which can be expressed in an equation: disaster risk = hazards x vulnerability. Risk is therefore dependent on the existence of a household's vulnerability to a natural event.

1.3 Methodology

Data Sources

For primary data collection, the study made use of Focused Group Discussions (FGDs) and supplemental interviews. The female participants in the FGDs were from: Malobago, Binitayan and Tagas. The male participants were from the following areas: Cagsawa, Daraga, Albay, Guinobatan, Bonot, Busay and Padang and the female youth participants came from the municipalities of Daraga, Guinobatan, Camalig and Albay.

Presentations of resource speakers and reactions of participants in consultations held in the Local Validation on 8 August 2008 at the Legaspi City and the National Validation, 29 August 2008 at the Philippine Women's University, Manila

Survey of different organizations on their current and best practices, recommendations in integrating gender concerns in disaster management [by phase (pre / post) and by level of implementation (barangay / municipal / provincial / city / regional / national)] was conducted.

Internet resources included disaster management guides and conference reports.

Conference and Provincial Disaster Coordinating Council (PDCC) reports

Data Analysis

1. Institutional assessment

The legal framework for disaster management and gender integration was described Checklist of criteria obtained from Gomez, Shyamala, Guidelines for Gender –Sensitive Disaster Management, Asia Pacific Women and Law and Development (APWLD) and improved during the first meeting of the project researchers in Manila. Each institution was ranked as to the frequency with which they addressed gender concerns and the researchers then proceeded to identify the gaps Cause-effect analysis where problems and their causes were identified, recommendations were then formulated

2. Gender analysis

Case study approach on the survivors and organizations involved in disaster management during the occurrence of Typhoon Reming, international code name, Durian, which occurred on 30 November 2006. Typhoon Reming, being the worst recent disaster experienced in the Bicol Region, specifically in Daraga, Albay, was selected as the context of interviews and focused group discussions (FGDs) among survivors, service providers and volunteers. The information gathered included:

Roles of women survivors, women employees in government and non-government organizations involved in disaster management
Access and control of resources in all phases of disaster management
Physical and socio-economic context, factors and trends
Gender needs assessment throughout the disaster management cycle

1.4 Limitations of the Study

The personal and agency accounts of the study were limited to Typhoon Reming and its impact area in the province of Albay, Philippines. Owing to the two-year interval between the disaster and the time of the study, the reader should remember that these accounts were personal recollections which may have been filtered through time. Another super typhoon, Frank occurred in Iloilo in 2008, but the project had already started work on Typhoon Reming.

Comments on the Perceptions on Gender Integration Checklist provided included: “it’s a science “Philippine Volcanology (PHILVOCS).

The participants in the institutional assessment survey were limited to those who had been active in the provincial disaster coordinating council (PDDC) at the time of the study. On the other hand, the participants to the national validation came from representatives from NDCC member agencies, civil society, including professional engineering associations, business and industries.

Gender integration depends on geographical location.

1.5 THE PHILIPPINE CONTEXT

Type of Disaster and Specific Disaster Area for the Study

The Philippines lies in the typhoon belt in the Pacific Ocean, making it vulnerable to typhoons. It is also located in the Pacific Ring of Fire, making it vulnerable to earthquakes as well.

Annually, the Philippines experiences an average of 20 tropical cyclones including other weather hazards such as thunderstorms, heavy rainfall, monsoon rains, cold front and inter-tropical convergence zone. It is host to 300 volcanoes, 22 of which are active together with active faults and trenches that are potential source of earthquakes. The country's coastline of 36,289 kilometers exposes areas facing the Pacific Ocean and South China Sea to tsunamis and storm surges. The situation is worsened by the degradation of environmental and natural resources of which the culprits are the factories, mining companies and loggers.

Figure 1. Climatological Tracks of Tropical Cyclones Entering the Philippine Area of Responsibility (Quarterly)

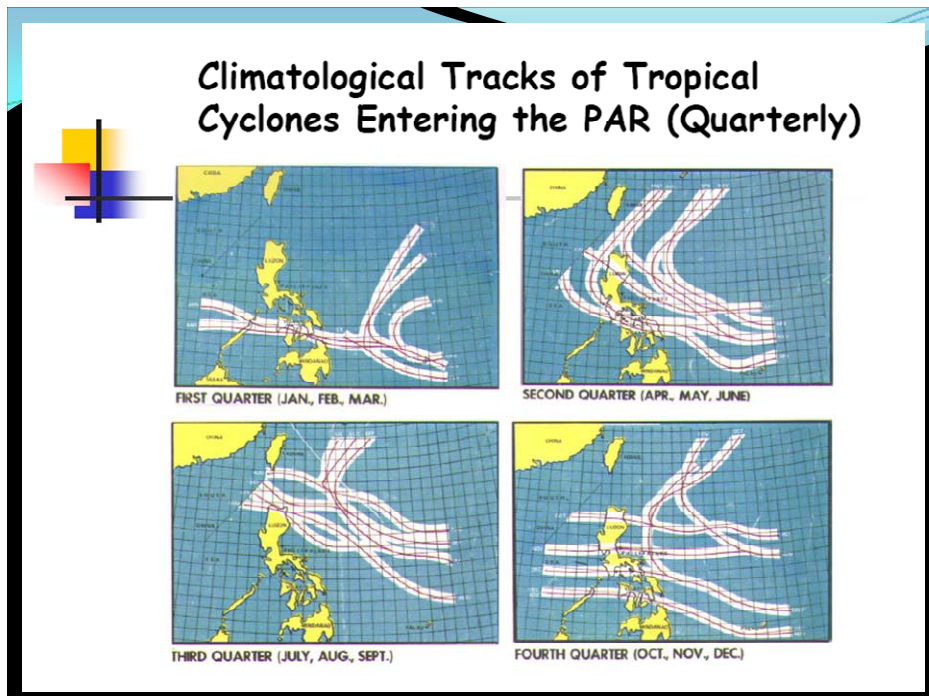


Figure 2. Monthly Average Frequency of Occurrence of Tropical Cyclones in the Philippine Area of Responsibility

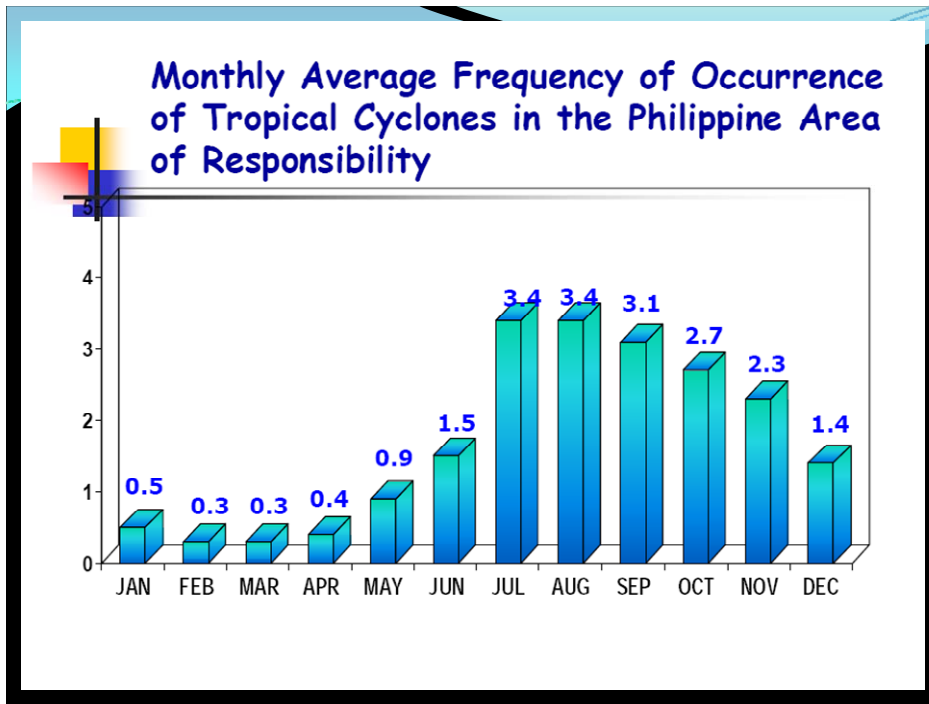
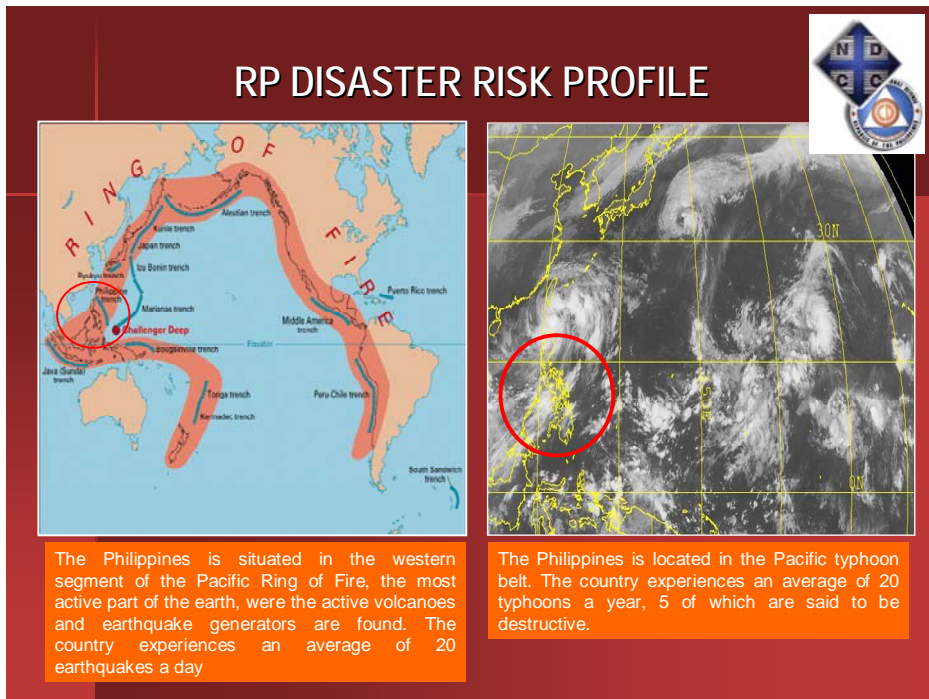


Figure 3. Philippine Disaster Risk Profile

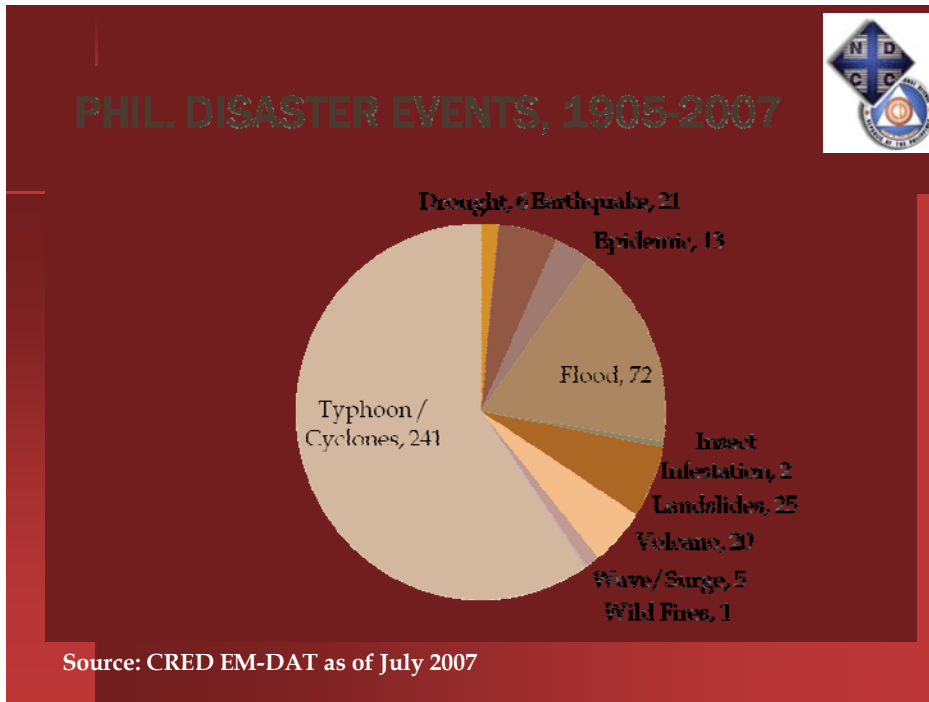


Human induced hazards such as fire, land, air and sea mishaps, oil, chemical and hazardous chemical spills create worst situations.

Natural hazards include floods, typhoons and storm surges, earthquakes, volcanic eruptions, climatic variabilities, tsunami, landslides and ground subsidence; Human made hazards include fire incidents, sea accidents, air accidents, oil spill, civil strife, environmental pollution, industrial accidents, terrorism, and red tide. Other human-induced hazards that the Filipinos have to contend with are emerging global concerns such as climate change, avian flu, terrorist attacks and armed conflicts in Mindanao. Another human-made disasters occasionally happen in crowded urban areas is in the displacement of urban poor dwellers who are forced out of their shanties to give way to development projects such as malls, condominiums, factories and other commercial establishments. All of these natural and human made disaster plus the extreme poverty among most Filipinos create a monstrous disaster situation.

An assessment of the disaster and risk profile of the Philippines showed that tropical cyclones, floods, flashfloods, fire, earthquakes and armed conflict are the top five (5) hazards. From 1970 to 2006, the Philippines incurred an average direct damage ranging from Php5B to Php15 B per year and annual average of 972 casualties. The indirect and secondary impacts of these disasters such as loss of livelihood opportunities and business interruption further increased the cost. Over 132 million people were affected by these disasters and were provided with relief assistance by concerned government and non-government organizations. However, the enormous needs were enormous overwhelmed the limited capacity of government and local relief agencies.

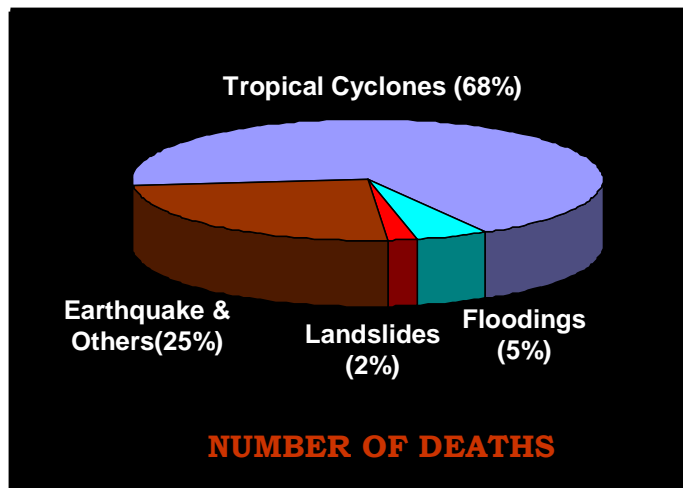
Figure 4. Philippine Disaster Events, 1905 to 2007



In the past years, the Philippines experienced major disaster events which caused billions of pesos in properties and affected over two million people. There were 17 weather disturbances that hit the country; four (4) of which successively occurred in November and December and affected most of the areas in Luzon. These were typhoons Milenyo, Paeng, Reming and Seniang. Other major disaster events included landslides mostly in Southern Leyte Province with Bgy. Giunsaugon in the town of St. Bernard as the most devastating. Another is the sinking of MT Solar 1 off Luzaran Point, Guimaras Island which resulted to spillage of 200,000 liters of industrial fuel oil affecting three (3) provinces, 38 municipalities, 3357 families and 16,785 persons. The oil spill affected the main source of livelihood which is fishing, the environment as well as the health residents in the affected areas. Mayon and Bulusan Volcanoes in Albay and Sorsogon provinces manifested volcanic activity which caused population displacement of some 46,806 in said areas.

Figure 5. Number of Deaths Due to Major Natural Disasters in the Philippines, 1971 to 2000

MAJOR NATURAL DISASTER IN THE PHILIPPINES (1971-2000)



"tracking the sky... helping the country"



These disasters have had grave social and economic consequences on the Philippines. Disasters result to loss of life, environmental degradation, loss of natural habitats and destruction of natural habitats and destruction of ecosystems, disruption of communities, loss of cultural heritage assets, unemployment, urban migration, worsened poverty and hindered development. Disaster impacts and vulnerabilities, are worsening with the increase in population and their convergence in urban areas resulting to unplanned development, increase in wealth and concentration of assets in a few households, climate change, environmental degradation and better reporting. As a result, several realities surfaced, namely (1) due to country's geographical location, the Filipinos will continue to be in danger to natural hazards; (2) the poor are most often adversely affected;(3) that disasters can reverse hard won development gains, highlighting the importance of addressing poverty reduction, environmental degradation and vulnerability to disasters and lastly (4) capability is the key to reduce disaster risk.

2.0 Institutional Assessment

2.1 Legal Basis for Gender Integration on Disaster Management

Art.II, Sec.14 of the 1987 Philippine Constitution provides:

"The state recognizes the role of women in nation-building, and shall ensure the fundamental equality before the law of women and men"

"The State shall protect working women by providing safe and healthy working conditions, taking into account their maternal functions, and such facilities and

opportunities that will enhance their welfare and enable them to realize their full potential in the services of the nation.” (Article XI11, Section 14)

There are three (3) government agencies that deal specifically with women’s issues. They are the National Commission on the Role of Filipino Women (NCRFW), Bureau of Women and Young Workers, Department of Labor and Employment, whose main task is to formulate policies and promulgates orders, rules and regulations implementing the provisions of the Labor Code affecting working women and minors; and the Bureau of Women’s Welfare , Department of Social Welfare and Development (DSWD) which 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.

Republic Act (RA) 7192 is the major law that effect gender and development (GAD) policy and---

“Directs all government agencies to institute measures that would eliminate gender biases in government policies, programs and projects, and to ensure that women are given the means to participate fully in development and nation building;

“Requires the allocation of a substantial portion of all Official Development Assistance (ODA) to women and development projects, starting with at least 5% in the first year of implementation of the law, and gradually increasing in subsequent years.”.

Further, it emphasizes the role of women in community development;

Provides for women’s representation in local policy making in the provincial, city and municipal councils;

Sections 16 and 17 require local government units (LGUs) to promote general welfare and provide basic services and facilities for their constituents, including the discharge of development responsibilities pursuant to the Code.

Executive Order No. 273 adopted the Philippine Plan for Gender Responsive Development (PPGD) 1995-2025, a 30 year perspective plan formulated by government and civil society groups for integrating women in the development process and --

Supports RA 7192 and other laws benefiting women by laying out specific goals and strategies that make gender equality a given in development processes and in public service and governance.

Joint Memorandum Circular 2001-2004 issued by the DILG, the Department of Budget and Management (DBM), and the National Commission on the Role of Filipino Women (NCRFW) to make the gender provisions of RA 7160 operational and ---

Provides guidelines on how the GAD approach can be incorporated into the local planning and budgeting system through the formulation of GAD plans.

Framework Plan for Women (2001-2004) provides guidelines to government agencies and LGUs on how to prepare their GAD plans and budgets. This is a set of programs, projects and activities systematically designed, implemented, monitored and evaluated by the LGUs over a given period of time to address the gender issues of their respective localities. The plan must be consistent with the LGU mandate reflecting therein the GAD-related plans, programs and activities of concerned LGU departments/offices. (Source: *Joint Memorandum Circular 2001—01, DILG-DBM-NCRFW*)

Publication in 1992 by the National Statistics Office of “Statistics on Filipino Women” that compilation of indicators comparing the status of women in relation to men.

The Family Code of the Philippines (1987) which has provisions that protect the equality of women and men in the family such as, joint management of conjugal properties

The Medium-Term Philippine Development Plan (MTPDP-1987-1992) stipulates that gender and development shall be effectively integrated across sectors at the national and subnational planning processes.

The Philippine Development Plan for Women (PDPW-1989-1992) addresses the need to institute appropriate policies, strategies, programs, projects and mechanisms to ensure that women are effectively mobilized in the development processes.

Republic Act No. 6725 (May 12, 1989 Prohibits discrimination against women in employment, promotion and training opportunities.

Republic Act No. 7192 – Women in Development and Nation Building, Section 4 of the Act – directs the National Economic Development Authority (NEDA) to ensure with the Assistance of NCRFW , that all agencies which affect the participation of women in national development collect sex- disaggregated data and include such data in their program/project, papers, proposals or strategies.

Section 27 of the General Appropriation Act states that all departments bureaus, offices and agencies shall set aside an amount to be used for gender responsive projects. The minimum amount to be set aside in 1996 was 5% of an agency’s total budget.

Executive Order No. 273 Approved and adopted the Philippine Plan for Gender-Responsive Development (1995-2025) and considered the 30 year perspective framework for pursuing full equality and development for women and men in accordance with RA 7192 and 1987 Constitution. This is also considered as the main vehicle for implementation of Beijing Platform for Action.

Executive Order No. 348 mandates the creation of Gender and Development (GAD) focal points which an agency, a sector or a locality. It tasked to catalyze, coordinate, provide direction to and serve as technical adviser on gender and development efforts.

2.2 The Philippine Disaster Management System (PDMS)

Citing the mentioned realities, there is a need to take a proactive approach in dealing with disasters. The Government of the Republic of the Philippines through Presidential Decree (PD) 1566 issued on June 11, 1978 created the National Disaster Coordinating Council (NDCC) , the highest policy making, coordinating and supervising body at the national level for disaster management in the country. Its main task is strengthening of the Philippine disaster control capability and establishing community disaster preparedness program nationwide

The Council is composed of the following: Secretary of the Department of the National Defense as the Chairman; 16 Department secretaries; Director General of the Philippine Information Agency (PIA); Chief of Staff of the Armed Forces of the Philippines (AFP), Secretary General of the Philippine National Red Cross (PNRC) and Presidential Executive Secretary. The Secretariat and Operating arm is the Office of Civil Defense (OCD).

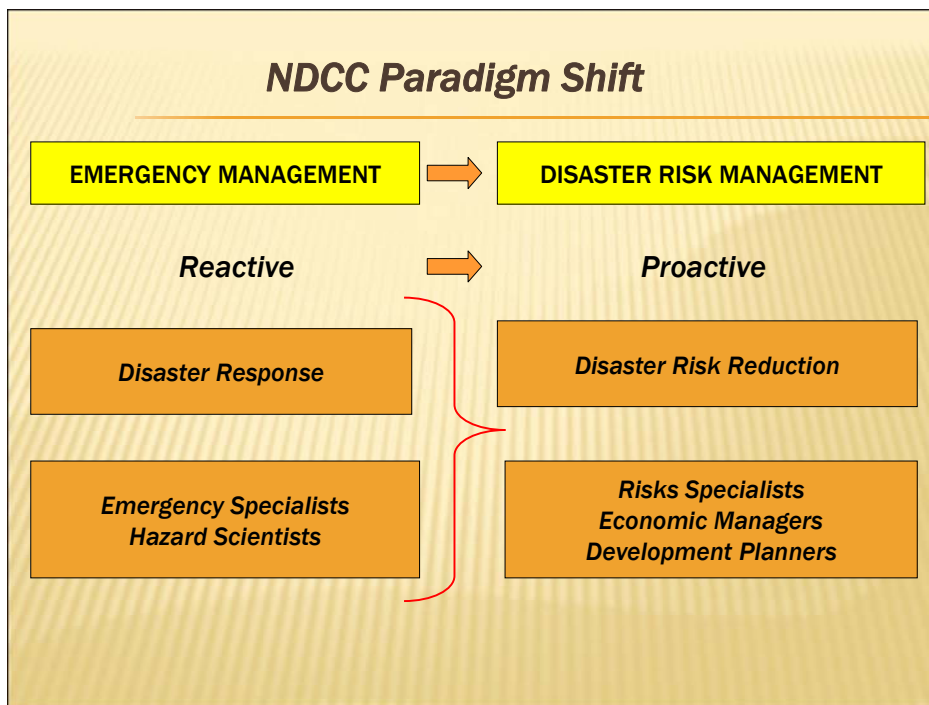
Organizationally, the NDCC is replicated in 17 regions (through the Regional Development Disaster Coordinating Councils, RDCCs), 80 provinces (Provincial Disaster Coordinating Councils, PDCCs), 117 cities and 1496 municipal levels (Local or City or Municipal Disaster Coordinating Councils, CDCCs, MDCCs,) and 41,945 barangays (Barangay Disaster Coordinating Councils). The Local Disaster Coordinating Councils (LDCCs) are composed of representatives of national government agencies operating at these levels and local officials concerned. The LDCC is the level closest to the people where emergency is most felt and rescue, evacuation, relief and rehabilitation operations are launched and carried out. It is also at this level that damages are assessed and requirements are evaluated so that the necessary action can be dispatched with efficiency. This local responsibility was reinforced with the passage of the Local Government Code of 1991 (Republic Act 7160) which provides among others the devolution of basic services and functions to local government units (LGUs) and allocation of a 5% calamity fund for emergency operations.

The operating arm and secretariat of the NDCC is the OCD (Letter of Instruction no.19 issued in 1972) whose primary task is to coordinate the activities and functions of various government agencies and instrumentalities, private institutions and civic organizations for the protection and preservation of life and property during emergencies. Its vision is: A service oriented organization; a prepared population and a safe nation. The mission is to administer a comprehensive national civil defense and civil assistance program by providing leadership in the continuous development of measures to reduce risk to communities and manage the consequence of disasters.

The NDCC adopted the Hyogo Framework for Action (HFA) with strategic goals to integrate disaster reduction into sustainable development, strengthen institutions and mechanisms to build resilience and incorporate risk reduction into emergency management and recovery. The HFA represents the collective commitment of 168 governments, regional and United Nations (UN) organizations, local authorities, NGO's and disaster risk reduction experts. The HFA has five (5) priorities for action: disaster risk reduction with strong institutional basis for action; identify, assess and monitor disaster risks and enhance early warning; knowledge, innovation, education for culture of safety and resilience; reduce the identifying risk factors and strengthen disaster preparedness for effective response. Corollary to this is the paradigm shift of the NDCC, emphasizing more proactive disaster risk management instead of narrowly focusing on reactive emergency and disaster management response.

The NDCC continues to face several challenges in implementing the HFA. These are: how to further mainstream Disaster Risk Reduction (DRR) as a development concern of all local government units; lack of resources which can impede the impede risk reduction ; lack of intensified capacity building to ensure policy implementation.

Figure 6. NDCC Paradigm Shift



Summary of DRM Plans, Programs, Projects and Activities

A summary of disaster risk management (DRM) plans, programs, projects and activities are enumerated below:

1. Governance

- Development of Policies and Guidelines
- Forging of national and regional agreements e.g. Association of Southeast Asian Nations (ASEAN) Agreement on Disaster (**AADMER**ⁱ), International Humanitarian Assistance Network (**IHAN**)ⁱⁱ and Standard Operating Procedures for Regional Standby Arrangements (**SASOP**)ⁱⁱⁱ and Cluster Approach¹) to define the detailed procedures and mechanism in facilitating accommodation of international humanitarian assistance
- National Assessment of the State of DRM in the Philippines funded by the Asian Development Bank (ADB) and the United Nations Development Program (UNDP)
- Assessment of DRM Issues in the Philippines
- Formulation of 50 Community Contingency Plans
- Documentation and Dissemination of Lessons Learnt

¹ See also cluster approach description on page 20.

- Preparation of DRM Framework

Strategic National Action Plan (SNAP) Project assisted by European Union (EU) and the UN [International Strategy for Disaster Reduction - Asia and Pacific](#) (ISDR)^{iv}

- *Establishment of a Multi-stakeholder Consultative Mechanism on DRR*
- *Formulation of SNAP- Philippines*
- *Development of DRR Capacity Building Programme for Selected Sectors*
- *Support to Mainstreaming of DRR in Selected Sectors*

2. Disaster Risk Management Bill

- Supporting Local Government Capacity to Manage Natural Disaster Risks in the Philippines by World Bank/Department of Interior and Local Governments (DILG)
- Mainstreaming DRR in Local Governance by the DILG assisted by Deutsche Gesellschaft für Technische Zusammenarbeit (German Technical Cooperation or **GTZ**) and the European Council Humanitarian Assistance Department ECHO)^v
- Partnership for Disaster Reduction in Southeast Asia (PDRSEA) Phase 4 Project (ECHO/ADPC)
 - *National Strategic Plan on Community Based Disaster Risk Management (CBDRM)*
 - *CBDRM Pilot Project in Albay Province*
 - *CBDRM Training for Local Authorities*
 - *Integration of CBDRM Recognition Scheme in the Gawad Kalasag*
- Learning From Good Practices in DRM, a project of ECHO/OXFAM –Great Britain
 - CBDRM Case Studies Development and Publication
 - Promotion and replication of CBDRM Good Practices and Institutionalization of DRM Office

3. Risk Assessment and Warning

- Hazards Mapping and Assessment for Effective Community-based Disaster Management (READY) a joint program of UNDP, Australian Assistance for International Development (AusAID), Department of Science and Technology (DOST) and Department of Environment and Natural Resources (DENR) and covers 27 vulnerable provinces^{vi}
- Philippine Government Harmonization and Prioritization of Hazard Mapping to complement efforts of READY project covers additional 16 provinces

4. Climate Change Adaptation Project

- A joint project of the Spanish Government, World Bank and DENR, A Study to Establish Impact Of Climate Change In The Agriculture Sector In Two Pilot Areas, namely, Bicol Region (Region V) and Cagayan Valley (Region II).

5. Knowledge Management and Education

- Development of a web-based **GLIDE^{vii} associated national disaster event database under the CALAMIDAT.ph collaborative project of with ADRC.**
- NDCC – WBI web-based DRM Courses

- Mainstreaming DRR into the Education Sector, in partnership with ECHO and ADPC, which aims to develop DRM modules into the secondary school curriculum and undertake research on the impact of disasters on the education sector

- Stepping up of DepEd's efforts on production and distribution of educational multi-media on natural and man-made hazards

- Continuous conduct of hazard-specific multi-sectoral Contingency Planning Writeshops/Workshops

- Enhancing effective incident management through conduct of Incident Command System (ICS)

6. Continuous conduct of Collapsed Structure Search and Rescue (CSSR) and Medical First Responders (MFR) training activities under the Program for Enhancement of Emergency Response (PEER) project NSET (BROWSE!)

7. Conduct of Nationwide Water Search and Rescue (WASAR) Training for local government and volunteer rescue groups in order to enhance their response capacity for flooding and landslide incidents

8. Capacity-building of health personnel through skills development courses (e.g. Basic Life Support) and management courses (e.g. Hospital Preparedness for Emergency – HOPE Course)

9. **Philippine Institute of Volcanology (PHIVOLCS)**, Philippine Atmospheric, Geophysical and Astronomical Services Administration, Philippines (**PAGASA**) and the Department of Environment and Natural Resources (DENR) continue to hold Seminars/Trainings on Seismic and Hydro-Meteorological Hazards Awareness and Preparedness

10. Development of training modules on DRM

11. Risk management and vulnerability

- Mainstreaming DRM in Sub-national Development and Land Use/Physical Planning in the Philippines by ECHO, UNDP and the National Economic Development Authority (NEDA)

- Formulation of guidelines
 - Formulation of DRR-enhanced plans (Ilocos Region (Region 1) and Surigao del Norte)
 - Documentation of the application of the risk assessment methodology (Leyte, Southern Leyte, Surigao del Sur, and Real, Infanta and Nakar **(REINA)**)
 - Training of 400 regional and provincial land use planners nationwide
- Priority Implementation Project on Mainstreaming DRR in the Infrastructure Sector ASEAN- Asia Disaster Preparedness Council (ADPC) and Department of Public Works and Highways (DPWH) by incorporating Risk Impact Assessment procedures into planning process before construction of new roads and bridges
 - Mines and Geosciences Bureau - Department of Environment and Natural Resources (MGB-DENR) carries out the National Geohazards Mapping; Suitability Assessment of Relocation Sites; and Environmental Impact Assessment.
 - Implementation of the “*Be Better, Build Better*” program that envisions the construction of innovative school buildings that are not only conducive for learning but also safe from disasters.

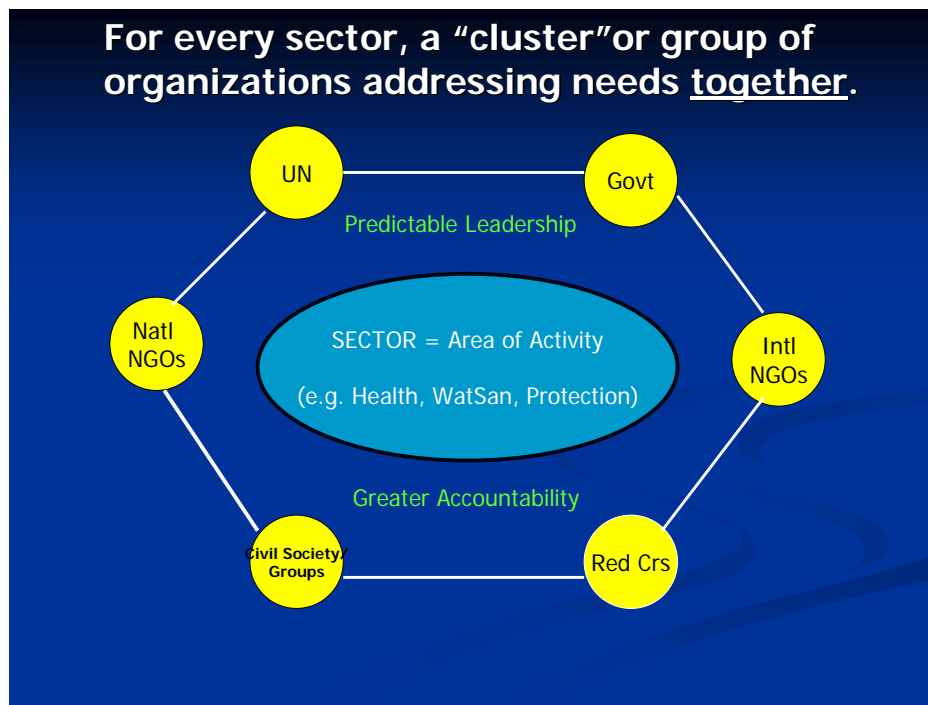
The institutionalization of the Cluster approach in Disaster Management.

Cluster refers to a group composed of organizations and stakeholders where each cluster has a designated lead working in area of humanitarian response. Cluster includes the traditional relief assistance sectors and organized both at the field and global levels.

Cluster approach in humanitarian assistance is an organized partnership and coordination between and among local, national and international levels, by sector. At the global level, the approach aims to: build sufficient response capacity in nine (9) gap areas: nutrition, water & sanitation, health, camp coordination and management; emergency shelter; protection; logistics; emergency telecommunication and early recovery; improve humanitarian coordination and leadership and build more effective partnerships. At the field level, it aims to maintain high standards of predictability, accountability and partnership in all sectors or areas of activity; more strategic responses and better prioritization of available resources.

In the Philippines, there are 13 clusters, namely: nutrition, water, sanitation and hygiene, health, emergency shelter, camp coordination and management, protection, early recovery, logistics, food, agriculture livelihood, education, emergency telecommunication. Responsibility centers identified include all partners through coordination from needs to assessment and analysis to emergency preparedness.

Figure 7. Clustering of Organizations



Background (2)

- 10 May 2007, NDCC issued Circular No. 5, “Institutionalization of the Cluster Approach in the Philippine Disaster Management System, Designation of Cluster Leads and their Terms of Reference at the National, Regional and Provincial Level”

Cluster	Government Lead	IASC Country Team Counterpart
Nutrition	DOH	UNICEF
Water, Sanitation and Hygiene (WASH)	DOH	UNICEF
Health	DOH	WHO
Emergency Shelter	DSWD	IFRC - UN Habitat
Camp Coordination & IDP Management	OCD-PDCC	IOM
Protection	DSWD	UNICEF
Early Recovery	OCD	UNDP
Logistics	NDCC-OPCEN	WFP
Food	DSWD	WFP
Agriculture	DA	FAO
Livelihood	DSWD	ILO

The cluster approach has several advantages such as fast, timely, organized and orchestrated response; fill up the gaps; equitable distribution of resources; synergy of efforts at different phases of the disaster for service delivery; possible pooling and

sharing of resources; established communication through e-mail; sharing of information and develop common standards. This cluster approach of organizing various government agencies had been cited as a best practice.

Disaster Management by Phase

The PDMS has broad scope covering preparedness, mitigation, response and rehabilitation.

The NDCC developed a four-point plan of action in disaster preparedness, described as follows:

- Upgrading the forecasting capability of warning agencies responsible for issuing warnings on hydrometeorological and seismological hazards
- Promoting an integrated and coherent strategic public information campaign on disaster preparedness.
- Enhancing the capacities of local chief executives and their respective LDCCs in identified vulnerable areas through disaster management related training.
- Strengthening mechanisms for government and private sector in relief and rehabilitation.

Disaster Preparedness

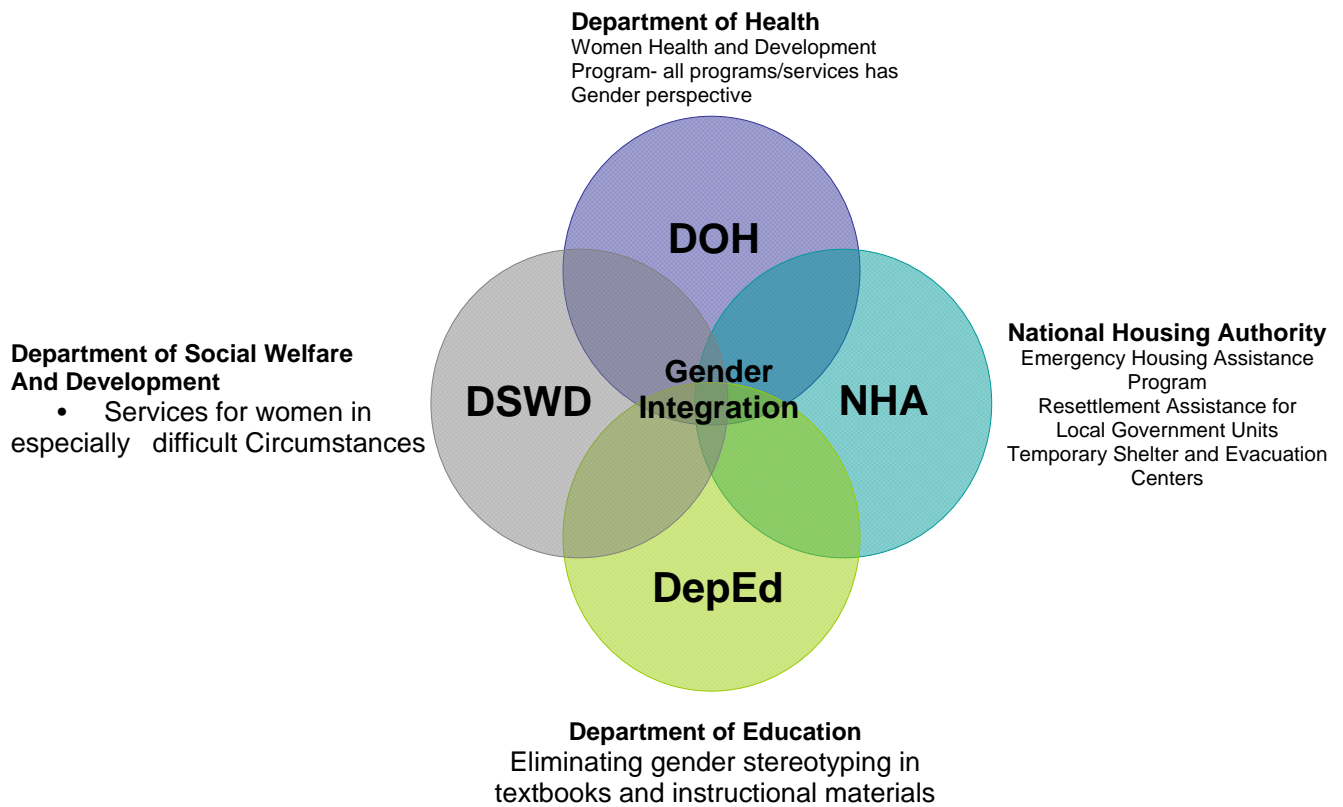
NDCC has established a response mechanism. Once there is a warning bulletin issued by PAGASA, PHILVOCS, AFP, DOH and Philippine Nuclear Research Institute (PNRI) the bulletin is relayed to the National Disaster Management Center for evaluation, assessment and implementation of appropriate services such as search and rescue, evacuation, engineering, relief and medical services. Requirements of the affected areas are initially addressed at the LDCC level by using their calamity fund. Assistance from higher disaster coordinating councils, that is, from national, regional to provincial, may come if the situation had exceeded the LGU's capacity to respond. NDCC's action comes in the form of calamity fund release and additional resource employment.

The detailed activities for disaster preparedness are enumerated, as follows:

The programs of NDCC aside from disaster preparedness include

- Annual Observance of National Disaster Consciousness Month in July;
- Search for Excellence in Disaster Management and Humanitarian Assistance (Gawad Kalasag)^{viii}
- National campaign to "Keep the Philippines Bird Flu Free" through the National Avian Influenza Task Force and the civil society organizations

Figure 8 . Inter-department Efforts in Gender Integration



Local Level/ Community Based Disaster Management

The aim of the CBDRM is to reduce vulnerabilities and to strengthen people’s capacity to cope with the disaster risks they face. The direct involvement of the community in undertaking local level risk reduction measures is a must.

For CBDRM, community involvement and participation are used interchangeably, which means that the community takes responsibility for all stages of the program including both planning and implementation.

Community-Based Disaster Risk Management Process

The CBDRM approach, as the same connotes, focuses in the local community and recognizes that people are capable of initiating and sustaining their own development, and reduce disaster impact. Multi-sectoral and multi-disciplinary approaches are applied, expanding the community’s resource base.

The CBDRM approach recognizes that the community members and groups have different vulnerabilities and capacities. These are determined by gender, age, ethnicity, language, religion and physical location.

Processes involved in CBDRM starts with identification and organization of the community. Risk assessment, planning, implementation, monitoring and evaluation processes are participatory.

2.3 Gender Issues in Disaster Management

The main issues are:

- Lack of coordination and inter-linkage of policy and plans due to lack of perception and understanding
- Lack of local actions, and
- - Need to mainstream DRM in local development plans, Comprehensive Land Use Plans (CLUPs), budgets, education, infrastructure, governance
- Increasing vulnerabilities because of -
 - changing demographic, technological and socio-economic conditions
 - development within high-risk zones
 - under-development
 - Environmental degradation
 - Climate variability
 - Climate change
 - Geological hazards
 - Competition of resources
- Program and financial sustainability
- DRR viewed as an expensive investment
- Need for relevant and stronger legal and policy framework for disaster management
- Involvement of the community in decision making, participative vulnerability and capacities assessment, sex disaggregated data, coordinative effort

Issues BEFORE the Disaster

- identification of possible evacuation center
- formulation of effective plans by PDCC; disaster preparation
- effective communication and information dissemination
- need for seminar and training with actual demonstration

Issues DURING the Disaster

- inadequate temporary shelters and basic needs
- ineffective communication – exact information not properly disseminated

Issues AFTER Disaster

- need for organized group with clear responsibility
- need for effective communication and disseminating of accurate information

2.4 Status of Gender Integration in Disaster Management

Institutional Capabilities in Gender Integrated Disaster Management

The NDCC adopted universal norms and principles of humanitarian assistance (UNGPID, SPHERE Project, standards on humanitarian assistance) and global standards on relocation and resettlement (HFA) e.g., 2,300 kCal – MERL -; 30 sq.m. per person; fortified noodles, 7.5 liter per person per day of water supply for bathing and washing.

It undertakes the following tasks:

- Damage and needs assessment—differentiated for women, children, elderly, infants, disabled
- Information management – disaggregation for population affected
- Contingency planning – based on disaggregated data

Respondents from a dozen agencies, including seven (7) GOs out of 16 respondents indicated some positive current practices in gender integration in disaster management. The remaining four (4) government agencies (GOs) are “not yet” into any aspect of gender integration in disaster management; DPWH remarked that this is the concern of LGUs and relief agencies.

The responses of the 12 agencies, including the above four respondents, are reflected in the following table:

Table 1. Current Institutional Practices in Disaster Management

IMMEDIATE RESPONSES DURING DISASTER RELIEF PHASE	Always	Sometimes	Not yet
1. Identify specific needs of women	DepEd, NFA, PNP, PPDO, V-M, PIA	PHO, PNRC, SAC	DMPF
2. Ensure that emergency relief supplies include women’s specific requirements (List examples)	DepEd, PNP, PPDO, V-M, PNRC, PIA	PHO, SAC, DMPF	
3. Ensure women’s access to sufficient and adequate food	DepEd, PNP, PPDO, V-M, PNRC, PIA	SAC	DMPF
4. Food distribution is equitable, transparent and respects human dignity	DepEd, PNP, V-M, BSBI, PNRC, SAC	PIA	DMPF
5. Aid distribution for women is handled	DepEd, PPDO, V-	NFA, PNP, PNRC,	SAC, DMPF

by women	M	PIA	
6. Ensure that women's menstrual needs are met	PPDO	PHO, PNP, V-M	DepEd, SAC, DMPF
7. Ensure that all disaster affected people have access to adequate shelters	DepEd, PNP, PPDO, V-M, PNRC		SAC, PIA, DMPF
8. Ensure women's access to toilet and bathing facilities	DepEd, NFA, PHO, PNP, PPDO, PNRC	V-M, SAC, PIA	DMPF
9. Ensure women's access to free health care services	DepEd, PHO, PNP, PPDO, V-M, PNRC, SAC	PIA	DMPF
10. Ensure security and safety of women and children	DepEd, NFA, PHO, PNP, PPDO, V-M, BSBI, PNRC	PIA	SAC, DMPF
11. Protect women and children from violence and abuse	DepEd, PNP, PPDO, V-M, BSBI, PNRC	PIA	SAC, DMPF
12. Ensure women's access to psycho-social counseling	DepEd, PHO, PNP, PPDO, V-M, BSBI, PNRC	SAC, PIA	DMPF
13. Ensure women's access to medicines and medical workers, when needed	DepEd, PHO, PNP, PPDO, V-M, PNRC	PIA	SAC, DMPF
14. Reports on casualties are disaggregated by sex and age	PNP, PPDO	DepEd, PIA	SAC, DMPF

MID-TERM RESPONSES DURING RECOVERY PHASE	Always	Sometimes	Not yet
1. Ensure women's participations in management of camps and temporary shelters	DepEd, PNP, PPDO, PNRC, SAC, PIA		V-M, BSBI, DMPF
2. Ensure women's equal access to compensation payments and rehabilitation measures	DTI, PNP, PPDO, PNRC, SAC	DepEd, PIA	V-M, BSBI, DMPF
3. Eliminate head of household concept	PPDO, PNRC		DepEd, BSBI, PIA, DMPF
4. Ensure women's access to information on relief and rehabilitation measures	PNP, PPDO, BSBI, PNRC, SAC, PIA	DepEd	DMPF
5. Ensure children's access to education	DepEd, PNP, PPDO, PNRC	V-M, SAC, PIA, DMPF	BSBI

LONG TERM RESPONSES - RECONSTRUCTION PHASE	Always	Sometimes	Not yet
1. Ensure women's and women organization's participation in planning and decision-making process for rehabilitation and reconstruction	DTI, NFA, PNP, PPDO	DepEd, V-M, SAC, PIA	BSBI, DMPF
2. Ensure that women are able to re-establish social relationship and organizations	DepEd, DTI, PNP, PPDO, PNRC, PIA	SAC	BSBI, DMPF
3. Use of sex and age disaggregated data as basis for planning and programming, monitoring and evaluation	DepEd, DTI, NFA, PNP, PPDO, PNRC	SAC	BSBI, DMPF
4. Ensure that reconstruction of houses meets women's and family needs	DepEd, PNP, PPDO, PNRC	BSBI, PIA	SAC, DMPF
5. Ensure women's equal ownership rights to land, house and property	DepEd, DTI, PNP, PPDO, PNRC, SAC	PIA	BSBI, DMPF
6. Ensure women's equal access to livelihood opportunities, including alternative livelihood opportunities	DepEd, DTI, PNP, PPDO, BSBI, PNRC, SAC	V-M, PIA, DMPF	
7. Ensure women's equal access to land and water resources	DepEd, PNP, PPDO, PNRC	PIA	BSBI, SAC, DMPF
8. Ensure that land and water resources are conserved and managed properly	DepEd, PNP, PPDO, PNRC, SAC		BSBI, PIA, DMPF
9. Raising women's awareness of their human rights (list human and women's rights)	DepEd, PNP, PPDO, V-M, BSBI, PNRC, PIA		SAC, DMPF
10. Mobilize and empower women to advocate for their human and women's rights	NFA, PNP, PPDO, BSBI, PNRC, SAC, PIA	DepEd, V-M	DMPF
11. Ensure that training and capacity building materials are simple, culturally acceptable and family friendly	DepEd, DTI, PNP, PPDO, V-M, PNRC, SAC	PIA	DMPF
12. Protect vulnerable and marginalized groups	DepEd, PNP, PPDO, PNRC, SAC	V-M	PIA, DMPF
13. Protect migrant workers	PNP, PNRC	DepEd, PPDO, SAC	PIA, DMPF
14. Reach out to widows and women-headed households	PNP, PNRC, SAC	DepEd, PPDO, V-M	PIA, DMPF
	DepEd, DTI, PNP,		

15. Reach out to disabled and elderly	PPDO, V-M, PNRC	PIA	SAC, DMPF
16. Reach out to low income/marginalized people	DepEd, DTI, PNP, PNRC	PPDO	PIA, DMPF
17. Ensure displaced people's access to relief support	PNP, PPDO, BSBI, PNRC	DepEd	PIA, DMPF
18. Protect women victims of disasters and armed conflict situations	DepEd, PNP, PPDO, PNRC, SAC	PIA	DMPF
19. Ensure that women participate in monitoring and evaluating programs and projects	DepEd, DTI, NFA, PNP, PPDO, V-M, BSBI, PNRC, SAC	PIA	DMPF

Source of criteria: Asia Pacific Women and Legal Development, reviewed and validated during the Research Workshop by the project researchers, date?, venue?

The GAD Focal Person of the **Provincial Planning and Development Office (PPDO)** of Albay explained that the concerns of women are incorporated/mainstreamed in almost all offices. There are specific projects for women and children that are implemented every year. There is a 5% GAD fund, which is always allocated for projects to meet women's concerns. Moreover, there is continuous advocacy and training for women.

Among its immediate responses during the Disaster Relief Phase, the **Provincial Health Office (PHO)** specified maternal health care, hygiene kits, and psychological and stress-debriefing as the PHO's current practices that always or sometimes integrate women's concerns in disaster management.

A representative from the **Office of the Vice Mayor** of Daraga, Albay remarked that being a member of the BDCC would ensure women's and women organization's participation in planning and decision-making process for rehabilitation and reconstruction.

According to the **PNRC**, women's concerns do receive attention in its immediate responses during the disaster relief phase, specifically the needs of the health workers, hygiene kits and food requirements of women; other women's needs are met through health teaching.

Extent of Gender-Sensitive Responses by Service Providers, by Disaster Management Phase

The following perceptions by disaster survivors on the institutional capacities in gender-sensitive disaster management were obtained from FGDs with disaster survivors and service providers at the barangay level. In the perception of the disaster survivors, how gender-sensitive have been the service providers?

Disaster Relief. In terms of immediate responses during the disaster relief phase, they are gender-sensitive to a limited extent. Specifically, they claim to have done the following:

- Protect women and children from violence and abuse
- Ensure women's access to psycho-social counseling
- Ensure women's access to medicines and medical workers, when needed
- Reports on casualties are disaggregated by sex and age

Recovery Phase. In terms of mid-term responses during the disaster recovery phase, the service providers have been gender-sensitive to the following extent:

- Eliminate head of household concept.
- Ensure women's access to information on relief and rehabilitation measures.

Rehabilitation Phase. It is the rehabilitation phase that appears to hold much promise for gender integration: disaster survivors indicated that service providers were implementing 13 out of 19 gender-sensitive long-term responses:

- Ensure women's and women organization's participation in planning and decision-making process for rehabilitation and reconstruction.
- Ensure that women are able to re-establish social relationship and organizations.
- Use of sex and age disaggregated data as basis for planning and programming, monitoring and evaluation.
- Ensure that reconstruction of houses meets women's and family needs.
- Raising women's awareness of their human rights.(list human and women's rights)
- Ensure that training and capacity building materials are simple, culturally acceptable and family friendly.
- Protect vulnerable and marginalized groups
- Protect migrant workers.
- Reach out to widows and women-headed households.
- Reach out to disabled and elderly.
- Reach out to low income people.
- Ensure displaced people's access to relief support.
- Protect women victims of disasters and armed conflict situations.
- Ensure that women participate in monitoring and evaluating programs and projects.

Gaps in Gender-sensitive Responses by Service Providers, by Disaster Management Phase

Disaster Relief Phase. From a list of fourteen (14) immediate responses that manifest gender-responsiveness during the disaster relief phase, disaster survivors identified ten (10) items that service providers did not do in the aftermath of Typhoon Reming:

- Identify specific needs of women.
- Ensure that emergency relief supplies include women's specific requirements.
- Ensure women's access to sufficient and adequate food.

Food distribution is equitable, transparent and respects human dignity.
 Aid distribution for women is handled by women.
 Ensure that women’s menstrual needs are met.
 Ensure that all disaster affected people have access to adequate shelters.
 Ensure women’s access to toilet and bathing facilities.
 Ensure women’s access to free health care services.
 Ensure security and safety of women and children.

Recovery Phase. During the recovery phase, the disaster survivors said the survivors were not gender-conscious in three (3) out of five (5) mid-term responses in the list provided at the FGDs:

Ensure women’s participations in management of camps and temporary shelters.
 Ensure women’s equal access to compensation payments and rehabilitation measures.
 Ensure children’s access to education.

Reconstruction Phase. The following six (6) long-term responses, out of the list of nineteen (19) gender-sensitive responses, are perceived as gaps

Ensure women’s equal ownership rights to land, house and property.
 Ensure women’s equal access to livelihood opportunities, including alternative livelihood opportunities.
 Ensure women’s equal access to land and water resources.
 Ensure that land and water resources are conserved and managed properly.
 Mobilize and empower women to advocate for their human and women’s rights.
 Ensure displaced people’s access to relief support.

2.5 Best Practices in Gender-sensitive Disaster Management

Nine organizations submitted their best practices in integrating gender concerns in disaster management [by phase (pre / post) and by level of implementation (barangay / municipal / provincial / city / regional / national)]

Table 2. Best Practices in Gender Integration in DM

Pre-Disaster (specify level of implementation)	Post-Disaster (specify level of implementation)
National Government Agencies operating at the Local Levels	
DepEd Safety evacuation to centers prioritized women, on barangay and municipal levels. Housing needs consider women’s safety;	DepEd Livelihood programs are offered for women on barangay and municipal levels. Trainings have women as target group.

<p>hence, houses are situated in sites less exposed to hazard. Listing of population considers women as one group. Order of first to leave at situation at actual disaster is given to women, on barangay and municipal levels. Disaster preparedness trainings are given to men and women alike.</p>	<p>Post-trauma debriefing sessions are provided mostly for women.</p>
<p>DILG The capacity to strengthen/enhance the capability of different stakeholders in disaster preparedness, especially on the barangay and municipal levels.</p>	<p>DILG Assists in the assessment and identification of needs of the victims.</p>
<p>DPWH Stand-by instructions to lady personnel to assist in packaging of relief goods and in manning of communication facilities.</p>	<p>DPWH Assignment of lady engineers and support personnel in the assessment of damages to infrastructure.</p>
<p>DTI In the services provided by the office to its clients specifically on disaster management, all sectors are involved. However, DTI has women's groups who are active and managing/operating livelihood projects</p>	<p>DTI In the event of disasters, DTI usually assesses the extent of damage, then discusses with the group on their needs and priorities. The office can provide consultancy services, trainings, referrals to financial institutions for soft loans and marketing assistance.</p>
<p>PHO Maternal and child care is provided on the provincial level.</p>	<p>PHO Maternal and child care is provided on the provincial level. Children and mothers receive priority in the distribution of commodities. Psychological and stress debriefing are focused more on mothers and children.</p>
<p>Vice-Mayor's Office Attending trainings on disaster management.</p>	
<p>PNRC Barangay trainings for DNA, Health and blood donors.</p>	<p>PNRC Application of trainings given to the barangay volunteers.</p>
<p>SAC Encourage women's participation in Disaster Management Training and disaster management teams</p>	<p>SAC Provide livelihood assistance to women</p>
<p>PIA Info releases/advisories in local and national media involve women and</p>	<p>PIA Info releases/advisories in local and national media involve women and</p>

children.	children.
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Immediately after a disaster, the provincial VETERINARY SERVICES Office, gathers data and assesses livestock losses, prepare for rehabilitation and addresses requests for treatment. On a long term basis, it distributes inputs for production, including feed program, conducts leadership and enterprise training for youth (tie up with the Department of Agriculture (DA), funds for women to engage in soy production and other micro-enterprises and sets up women-led organizations.

Advocacies as corporate social responsibility of Airlift Asia thru volunteer work of its employees in partnership with Philippine Business for Social Progress (PBSP) and AF – Bicol included:

**H – health, humanitarian care and housing
E – education
L – livelihood
P – parish help
S – sports and development**

Its disaster management activities at Pili, San Fernando, Camarines Sur, included the following:

**Medical mission
Airlifting goods
Evacuation
Distribution of food supplies
Water and sanitation
Restoration of livelihood
Welfare
Stress debriefing**

Gender and Disaster Specific Projects

The government and private sectors joined hands to provide faster response assistance to the victims. In almost all disaster management operations, there is hardly any mention of a gender specific related project.

- WB financed the study on Gender Mainstreaming in Water Resources Management. However there were points missed in the study, for instance, there was no mention of gender analysis in the study; in-depth poverty analysis conducted regarding project impacts on local employment. Gendered employment impacts was overlooked. Although a government “Women’s Unit” was included in project appraisal work, no role or gender focused activities were specified in the final project design.

- Agreement between NDCC and Canadian government where the Canadians provided US\$ 209,425 worth of Chemical- /Biological/Radiological/Nuclear equipment.
- SM Foundation Inc. who distributed relief goods worth Php500,000.00 to distressed families in Bicol.
- City Government of Marikina produced and printed the Disaster Management Handbook
- Conduct of first national conference on Mainstreaming Disaster Risk Reduction last March 6-8, 2008 at Dusit Hotel Makati by DILG. It was in this conference where the local executives signed a declaration of commitment to pursue coordinated and organized initiatives to reduce the impact of disasters to people's lives and damage to economic, social and environmental assets. It also aimed to reinforce the paradigm shift in disaster management from disaster relief and response mode to mitigation, preparedness and rehabilitation.
- Call of the RDCCs to all barangays to strengthen their capabilities because they are the frontliners of the community in case of emergencies.
- Creation of the Citizen's Disaster Preparedness Center (CDRC) which utilized the community's own talents, skills and resources in disaster preparation, mitigation and rehabilitation. The key to CDRC disaster management program is education through the development of orientation modules on four major areas: Module 1: orientation on the different types of disasters and inventory of country's natural resources; Module 2 discusses the impact of disasters and poverty as well as the country's economic situation; Module 3 tackles the rudiments of disaster management; and Module 4 tackles the Citizenry- based & Development Strategy as a guide to community disaster response network.
- Davao City Council approved the creation of a task force that will conduct a series of studies on the impact of climate change in the city (e.g., water, agriculture, coastal areas and marine ecosystem, in preparation for the Climate Change Summit on April 22, 2009. It organized an environment committee in compliance with Memorandum Order of the DILG to come up with measures to address problems on climate change. A task force will be organized to conduct a series of consultations, assessment and make inventory of policies in areas where to integrate measures on climate change for submission to the scheduled summit.

Community-Based Disaster Risk Management Process

The CBDRM Approach, as the name connotes, focuses on the local community and recognizes that people are capable of initiating and sustaining their own development,

and reduce disaster impact. Multi-sectoral and multi-disciplinary approaches are applied, expanding the community's resource base.

The CBDRM approach recognizes that community members and groups have different vulnerabilities and capacities. These are determined by gender, age, ethnicity, language, religion and physical location.

Processes involved in CBDRM starts with identification and organization of the community. Risk assessment, planning, implementation, monitoring and evaluation processes are participatory.

3.0 IMPACTS OF TYPHOON REMING: “We Survived: Women’s Lives Also Matter”

Typhoon Reming hit Daraga, Albay on November 30, 2006 with wind intensity exceeding 180 kilometers per hour. It followed another super-typhoon, Milenyo which occurred a week before, so that the soil had limited water absorbing and retaining qualities. Debris had not yet been cleared, resulting to flooding of areas which had never experienced flooding before. Furthermore, vital services like communications systems had not yet been restored.

Among the 54 barangays of Daraga, Albay, the most affected were the low-lying barangays, namely: Alcala, Kilikao, Malobago, Miisi, Salvacion, Budjao, Bañadero, Matnog, Busay, Cullat, Bañag, Binitayan, Tagas, Padang, Sto.Domingo

Survivors recalled their unforgettable experiences during Typhoon Reming: heavy rains that many described as chilling, lashing, smoking rain, strong winds, zero visibility; flash floods rising to unprecedented levels, above fences and gates, to the rafters and even beyond rooftops; walls and entire houses collapsing; household articles and appliances, dead bodies, and dead animals floating along with fallen branches and other debris; screams and endless crying; women and children huddled on high rooftops and drenched by the rain; fear and panic all around; widespread hunger; no one in dry clothes, everybody chilled to the bone; extreme fatigue; bruises suffered on their arms and legs; others with cuts in the soles of their feet.

What is the impact of such a widespread devastation on the residents of the affected barangays in Daraga, Albay? Over and beyond negative effects, has the disaster made possible any positive effects? Do the effects vary between men and women? Is the impact different for those in leadership positions such as barangay officials?

For 1st and 2nd Level Survivors

First-level survivors refer to those with direct experience with the disaster. Second-level survivors, in addition to direct experience with the disaster, have lost one or more family members for whom they grieve.

A. Negative Effects

Adult female survivors reported negative impacts on health, including continuing trauma; basic needs, especially the children's education; economic recovery; and the lack of privacy that had to be endured in the temporary shelter.

Children had diarrhea, cold and fever.

Some adults suffered from hypertension.

The trauma is still there—especially among children, and also for those who lost one or more family members.

“Laging nag-iisip”; flashback of unwanted memories and negative experiences.

Meeting daily basic needs is really tough, more so the education of the children.

Our problem is economic recovery—lost properties (farmland or livestock) or means of livelihood (such as tricycle or motorcycle).

Almost all said they did not have privacy in the temporary shelter. Some of them stayed and slept in the park, a first-time experience for them.

Young female survivors shared similar emotional and economic concerns as regards the negative impacts of Typhoon Reming:

Psychological and emotional effects, as many were shocked and traumatized.

After the typhoon, they became anxious whenever it rained, afraid that flooding would happen again even if they were already in a safer place.

Economic repercussions, because some lost almost all of their properties and livelihood during the typhoon.

Difficult and lengthy process of recovery and development.

Negative impacts reported by adult male survivors did not differ substantially from those cited by the female survivors, both young and old, but with heavy emphasis on losses.

Experienced trauma and phobia

Loss of loved ones or relatives

Loss of livelihood / jobs

Loss of property

Loss of basic needs such as food, clothes and shelter

The young male survivors cited similar negative impacts, usually referring to his specific personal experience.

- Trauma and stress
- Separation of family members
- Stopped schooling
- No shelter
- No livelihood
- Lost opportunity to work

B. Positive Effects

The survivors cited some positive effects of Typhoon Reming, in addition to the negative impacts.

For adult female survivors, Typhoon Reming's positive effects were mainly on relationships—with God, with family, and with neighbors. Having a house at the resettlement area is another beneficial outcome.

Our faith in God was tested; believing that He will never leave us, our faith has become stronger.

Our relationship as a couple was strengthened as together we faced the problems caused by the typhoon. Both of us learned to have a good disposition in life to be able to provide for the needs of the family.

My emotional capacity was enhanced by having to provide emotional support to my family, including my husband.

The family bond got stronger. We have learned to have concern for each other. At night, we make sure all family members are around.

We discovered that we had the ability to extend help to others.

We are thankful at discovering that people are willing to help others, especially in times of disaster.

We now have a house that is more comfortable and secure compared to our former house.

In citing the positive effects of Typhoon Reming, young female survivors reflected similar impacts as their adult counterparts. Worthy of note is that they, too, saw their own strength and ability to cope emerge during the typhoon.

Most of them became resourceful during and after the typhoon.

They became closer to God and their faith in Him has been tested and strengthened.

Parents became more responsible in providing for their minimum basic needs.

Their family ties were strengthened; support and concern became more evident; family members became more expressive and open.

They also became close to neighbors, as they see and appreciate the support and concern from every family in the community.

Some have new houses in the relocation site.

Families can start their new lives.

Assistance was given by government and non-government agencies to communities and families—relief goods, financial assistance, etc.

Many volunteers helped them. Some of them did volunteer works as well.

What the adult male survivors considered as positive impacts were in the spiritual dimension of relationships, including 'forced' family planning.

The people became kind. They discovered their willingness to help each other.
They renewed their faith in God, showed their faithfulness.
Husband and wife learned about family planning.
(Temporary shelter used sacks as dividing wall!)

The responses of the young male survivors focused on the positive values that they discovered as a result of their experience with disaster, specifically Typhoon Reming.

- Increased their faith in God
- Realized the value of family
- Risked own life for the family
- Realized the value of life
- Realized that material things are not that important
- Discovered own skills and potentials
- Extended help to others

C. Strengths and Coping Mechanisms: Individual and Family Level

In identifying the strengths that they discovered in themselves during and after Typhoon Reming, the adult female survivors manifested their self-reliance and ability to cope with disaster, not forgetting their faith and trust in God's own plans.

Mind is stronger, more alert, more ready to face the effects of the typhoon
Providing emotional support to husband and children
Picking up her life for the family's sake, as soon as they transferred to the house in the relocation site
Taking on any available job or source of income, e.g., weaving
Accepting assistance (rice and groceries) and/or loans from an employer or good neighbor
Adapting to new circumstances such as having to eat alone when husband's work keeps him in Daraga to save on transportation fare
Acknowledging that they have been given a second chance, a new life
Having faith that God has a purpose for every occurrence; and a plan for every person; recourse to spiritual practices such as:
- Lighting a candle in front of Mary's image
- Prayer

Young female survivors, in coping with the disaster, likewise discovered their own strengths and learned many things during and after the typhoon.

Simple acceptance, because they can't do anything about the typhoon. They coped by accepting their new lives, work/earn a living or study hard, and move on.
Working to earn income, thereby helping their parents to suffice for their daily needs.

Engaging in volunteer work to cope, at the same time help people who, like them, were affected by the typhoon.

- learned that they know how to get along with other people in the community.
- became active in the community because they engaged in volunteer works.

Sharing their experiences with their friends, professionals and other people to somehow ease or lessen their trauma and negative feelings.

Acknowledged that they are religious.

Realized the importance of their families and affirmed their strong family ties

- their family is united and brave.
- their parents worked hard to provide for their needs.
- it is better that family members are together during these times because they became stronger.

Discovered that they are hard working especially after the typhoon Reming because they helped their families in the chores.

Became independent, stronger, and mentally alert.

Now more alert and prepared when there are typhoons, especially with regard to their savings and food preservation.

In the responses of the adult male survivors, the sources of strength can be found in a triumvirate—the self, family, and God:

Faith in God: “It’s God’s will”; “Let’s just leave everything to God”

Determination and strong personality (“*Kusog ning Buot*”); importance of self-determination, not to be dependent on relief goods or help given by the agencies.

Discovered the support system in their own family

The young male survivors also discovered their inner strengths and ability to cope through their personal experience with disaster, Typhoon Reming.

Stronger faith in God; “these are all challenges of God”

Accepting the things that happened, believing there’s always a reason for everything
God and family

Ability to risk one’s own life for the family

Setting aside of material things

Studying hard in order to attain something

Discipline

Being alert all the time.

D. Coping Mechanisms: Community Level

Some people went to their Barangay Captain / other officials to ask for food and other assistance after the typhoon.

With the help of the LGU, government and non-government agencies, the community spirit in the resettlement area is alive.

E. Cultural Practices

Cultural practices demonstrated during the disaster included: bayanihan (teamwork) and unity, novena prayer, and family prayer (“The family that prays together stays together”).

The people in the community became united and helped each other in facing and accepting their new lives.

For 3rd Level Survivors

Third-level survivors refer to the service providers. Those service providers coming from communities directly affected by the disaster may also be 1st and/or 2nd level survivors themselves.

A. Barangay Leaders

Negative Impacts

- Children (particularly those 5 years and below), women and elderly suffered from diseases (coughs and cold, headache, allergy, diarrhea) and malnutrition.
- Experiences were traumatic and the psychological effects will take a long time to heal.
- Many residents from the typhoon-affected areas who have gone to Manila to find jobs are experiencing family separation and exposure to urban influences.
- The outlook on “poverty as a disaster” has been reinforced.
- Some residents have reverted to the “bahala na” attitude.

Positive Impacts

- Barangay officials are now more active than before in terms of disaster preparedness.
- Families are thankful that the typhoon happened in the morning rather than at night, which would have been more disastrous.
- Changes in the people’s value system are evident.
- Residents are taking the disaster as a challenge.

Coping Mechanisms and Strengths

Family Level

- Having strong faith in God
- Praying and going to church
- Helping their co-survivors
- Reaching a level of acceptance of what happened in the family

Community Level

- Different sectors in the community showed cooperation and unity.
- The community residents helped one another to restore electricity and clean up.
- Barangay officials demonstrated that they were responsible and dependable.
- Constituents participated in data collection and relief distribution.
- Cultural practices demonstrated during the disaster included: bayanihan and teamwork, sharing, concern and love for others, revival of prayer.
 - o Feeding those who are hungry—The local council coordinated with the church in cooking “lugaw”; storeowners share food supplies with neighbors.
 - o Assisting the wounded, burying the dead properly

The Barangay Captain informed and advised the families to go to the evacuation center or the resettlement site.

Some Barangay Captain and other government officials offered their houses as temporary evacuation shelters

Response by Religious groups

The evangelical church was able to provide immediate assistance to the survivors, which some barangay officials failed to do immediately. Moreover, the bible sharing at the church provided the evacuees a feeling of relief.

Response by LGU and NGOs and Academe

- o The LGU Department of Social Welfare and Development (DSWD) and non-governmental Organizations (NGOs) provided services and assistance to the affected residents.
- o Bicol University organized its National Service Training Program to identify victims, assess damages and conduct stress de-briefing

4.0 GENDER ROLES IN DISASTER MANAGEMENT

The following matrix shows detailed guidelines for action by major areas of action and phases of disaster in order to build the capacity of women as disaster managers at community level. The guidelines are interdependent. Some strategies identified could also be carried out during more than one phase, such as information management. The guidelines reflect the perspectives of women, and seek to encourage maximum use of this human resource and ensure their contribution at all stages of the disaster risk management process.

Table 3. Community Level Action Strategies

COMMUNITY LEVEL ACTION STRATEGIES	IMPLEMENTATION		
	Preparedness	Response	Recovery
Policy making in disaster management			
Integrate women into the political and policy making process and use their capacities and expertise to influence decision in emergency management	X	X	X
Involve all groups in recovery operations to ensure nondiscriminatory allocation of benefits	X		X
Development of Human Resources			
Develop training programs to increase women's knowledge and skills in disaster management. This could include leadership training, training on search and rescue, first aid, data collection and hazard and vulnerability analysis	X		
Information Management			
Involve women in collecting data to assess risk and identify resources within their communities	X		
Involve women in identifying and using formal and informal communication systems to expedite dissemination of information in a disaster situation.	X	X	X
Involve women in collection and use of information for immediate damage/ needs assessment		X	
Mobilization of Women			
Organize women's groups to involve women in emergency response activities and general education within households, workplaces, and the community	X		X
Encourage maximum input from women's organizations and their members by recognizing them and assisting them in addressing women's special emergency-related concerns	X	X	X
Form male and female micro-credit groups for long term disaster risk reduction	X		
Local Emergency Management Committee			
Institutionalize women's contribution via local emergency management committee	X	X	X
Help outside agencies recognize and work with local capabilities and coping mechanisms			X
Facilitate cooperation between outside relief agencies and local organizations	X	X	X
Representation/ Participation in Decision Making			

Ensure full representation of women on technical and managerial decision making bodies that impact on emergency management	X	X	X
Priorities for Women in the Organization of Recovery Program			
Involve women in re establishment of community services			
Involve women in restoration of food production, and improved housing construction			X
Organize/ implement programs for post disaster psychological needs of affected communities	X		X
Introduce co-ownership of houses by husband and wife in the reconstruction work, It may not be always possible, but it might be an effective way to promote gender equality	X	X	X
Warning systems and response mechanisms			
Use appropriate media to ensure that all sections of the population, especially women, are reached	X	X	
Ensure that all the warning mechanisms planned to put in all places are sensitive to women's needs and abilities	X	x	
Tap women's talents as informal educators	X	X	X
Consider women's heavy domestic workloads when designing training and crisis rehearsals		X	X
Women's involvement in response and relief operations			
Promote collaboration and coordination with emergency management and development agencies to address concerns of women			
Orient and involve professionals and volunteer women in all aspects of response and relief operations	X		X
Encourage women survivors in the disaster-relief process Relief plans should not overburden women as caregivers	X	X	X

Source: Noel. Gloria E. 1998."The Role of women in health-related aspects of emergency management: A Carribean Perspective" in the Gendered Terrain of Disaster: Through, Women's eyes, International Hurricane center, Miami, Florida. Figure 34.

The Harvard analytical framework or more commonly known as the Gender Roles Framework or Gender Analysis Framework describes the work of men and women in the family and in the community. Data gathered would be useful for project planning.

Table 4. Perceptions in Times of Disaster


Gender Roles	Before the disaster		During disaster		After the disaster	
	Women	Men	women	Men	Women	Men
Individual/ Family						
Organize and keep important things	√	√	√		√	
Ensuring food availability	√		√	√	√	
Care for children	√		√	√	√	
Collect water	√			√	√	
Collect fuel	√		√		√	
Go to market	√		√		√	
Clean house and wash clothes	√	√			√	√
Take care of sick	√		√		√	
Give health education	√		√		√	
Repair house	√	√			√	√
Guard house	√			√		
Get capital for small business	√					
Community						
Attend community hearing	√	√			√	√
Draw evacuation plans	√	√		√	√	√
Receive warnings/ information	√	√	√	√	√	√
Evacuate families and others	√	√	√	√	√	√
Clean surroundings (e.g., cut trees)		√				√
Make list of totally destroyed houses/ affected families	√	√	√	√	√	√
Help officials distribute relief and other assistance	√	√	√	√	√	√
Identify safe place for evacuation	√	√	√	√	√	√
Monitor/ check conditions of residents	√	√	√	√	√	√

Source: sample activity profile taken from APDC, Participatory Disaster Reduction Assessment (PDRA) results in Kampung Pulo, Jakarta, Indonesia during the training in March 2004 using the CBDRM Field Practitioners' Handbook, <http://www.proventionconsortium.org/themes/default/pdfs/CRA/CBDRM2004.pdf>; Focus Group Discussion results, July 2008, selected barangays in Daraga, Albay

Family Level

The following table enumerates the role of women and men in the family, before, during and after the disaster.

Table 5. Gender Roles Within the Family, Before, During and After Disasters

	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 <p>Assist in preparing things needed in the house</p> <ul style="list-style-type: none"> - 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

(Source: Focus Group Discussion results, July 2008, selected barangays in Daraga, Albay)



Community Level

The following table shows the roles of women and men in the community before, during and after disasters.

Table 6. Gender Roles in the Community, Before, During and After Disasters

	Before	During	After
Women	Bring supplies and materials to identified evacuation centers. Watch over their children; monitor whereabouts of family/household members.	Maintain order in evacuation centers. Watch over their children; monitor whereabouts of family/household members. Attend to food preparation and cleaning. Participate in listing of evacuees by age and sex and special needs (children, elderly, disabled).	Attend to house repairs. Participate as skilled/unskilled labor in construction of houses ((<i>bayanihan</i>) in case of relocation. Return to previous jobs as tricycle drivers, construction workers or office employees.

		Participate in distribution of relief goods.	
Men	Warn neighbors about impending calamity. Watch over properties of evacuated houses (c/o Barangay <i>tanod</i>).	Join rescue teams. Make the rounds of the village.	Return to their homes when it is declared safe. Participate in food preparation (<i>bayanihan</i>) in case of relocation. Participate as unskilled labor in construction of houses (<i>bayanihan</i>) in case of relocation. Participate in home-based livelihood programs for women. Participate in environment/sanitation programs and in governance (such as homeowners' association).

Gender roles in disaster management mirror their daily routine and division of roles during ordinary circumstances.



Men usually have jobs outside the home—mainly as agricultural labor and copra workers, and during off-season, as construction workers or tricycle drivers. Married women usually stay home to take care of the children, cook meals, wash clothes and clean the house. They also help earn a living through handicrafts and agricultural work. Single women study then work as professionals, office employees or factory workers.

Local Governments

Barangay officials, *both men and women*, do not take exception to the above gender roles. However, as the immediate service providers on the barangay level, they have additional roles in relation to disaster management. The following shows the roles of Barangay Captains.

Table 7. Roles of Barangay Captains, Before, During and After Disasters



<u>Before</u>	<u>During</u>	<u>After</u>
<ul style="list-style-type: none"> - Relay information to his/her Kagawad as well as residents on what to do to prepare for the typhoon - Identify safe places for evacuation - Inform residents when they need to evacuate 	<ul style="list-style-type: none"> - Delegate tasks, as adopted in House Rules - Contact the municipality for rescue operations 	<ul style="list-style-type: none"> - Get a list of affected families - Roam around the barangay and check the living condition of the residents, as well as the economic situation - Make a list of totally destroyed houses

In governance on the village level, women and men have equal roles. Among barangay chairs in Daraga, Albay, men predominate; Ms. Ester, a single woman, heads Bgy. Alcala. As barangay councilor who garnered the highest number of votes, she took over when the incumbent chairman resigned. Then she won as Barangay Chair during the succeeding elections. The post of Barangay Councilors (7 per barangay) is almost gender-balanced. Women councilors are assigned to head committees such as Women, Health, Education, Environment and Sanitation; but they may also be entrusted with Finance or Appropriations, traditionally held by male counterparts. Men councilors take on committees such as Peace and Order, Infrastructure, Agriculture, and Disaster Coordination. The Barangay Secretary, an appointive position, is usually a woman. The Barangay Treasurer, also an appointive position, is usually a man. But barangay chairs may take exception from the usual gender-stereotyped appointments.

VETERINARY SERVICES

Veterinary service, prior to the Local Government Code was under the jurisdiction of the Department of Agriculture and now delegated to the LGUs, conducted the following

disaster management. Immediately, after the occurrence of disasters, the office gathers data and assesses livestock losses; prepares for rehabilitation: and addresses requests for treatment. On a long term, the office distributes inputs for production, including feed program, conducts leadership and enterprise training for youth (tie up with DA), funds women engaged in soy production and micro-enterprises for women and sets up women-led organizations.

Bureau of Fire Protection

Women fire marshals (in charge of one fire truck in Albay) conduct pre-emptive evacuation (25,000 were evacuated, consisting of 50% of the population) at 11:30 a.m.

National Government Organizations

The role of women employed by national government offices operating at the local level is enumerated by office.

Philippine National Police

The role of policewomen, who are in all police stations but comprise less than 10 percent of the local police, is enumerated in the following table.

Table 8. Roles of Police Women, Before, During and After Disasters

<u>Before and During</u>	<u>After</u>
Act as radio and telephone operators Transmit weather reports	Take care of women and children in evacuation centers Do counseling of children and mothers in trouble Do feeding operations Prepare reports Liaise with DSWD

Department of Education

Dissemination of information on disaster preparedness, mitigation and reduction in partnership with Philvocs, PNP (DepEd)

Table 9. Roles of the Department of Education, Before, During and After Disasters

Before	During	After
Conduct training, including actual drills on disaster preparedness, in all schools	In Evacuation Center, assistance group is organized to identify facilities to be used, for security, for data gathering (how many families can be accommodated) for DSWD. -- need basis.	
Conduct training in every barangay;	Portalets are being provided; toilets are provided in every classroom or assigned. Water facilities, faucets are inventoried; if lacking, deep wells are dug;	

Private Sector

Electronic and garment industries employ at least 75% female workers. Even shipbuilding companies train and employ women welders. Thus, there is a need to highlight gender needs during disaster preparedness.

Cultural norms define gender roles. Tasks involving physical efforts are referred to males; post trauma are referred to females. Critical technical tasks, such as, engineering, facilities, maintenance, security, production and life threatening tasks, are assigned to males:

Women employees in traditionally women-dominated industry, such as garment, play the following roles before, during and after disasters.

Table 10. Roles of Employees, Before, During and After Disasters

	Before and During	After
Women		Post trauma
Men	Engineering Facilities maintenance Security Production Life threatening tasks	

Non-Government Organizations: DIOS MABALOS FOUNDATION

- Train (conduct actual demonstration/ practice) people for disaster preparedness and coping even before disasters.
- Conducted livelihood program, as in Anislag and daily feeding of children (example, Aklan: feeding of 10,000 children every day)
- Conducted feeding
- Conducted counseling
- Organized health and sanitation into cluster groups, headed by government organizations and backed by IOM
- Had faith in credibility of PAGASA.
- Ensured safety so that not one accident, or one death in the company
- Bayanihan effort of everyone.

5.0 ACHIEVEMENTS IN GENDER INTEGRATION IN DISASTER MANAGEMENT

In summary the best practices in the various phases of disaster management are as follows:

Prevention

- Tree planting
- Mangrove development
- Solid waste management
- Hazard mapping
- Other environmental protection programs

Preparedness

- Recruitment of members and volunteers in the disaster coordinating council at all levels (village, municipality/city, province)
- Orientation and training on disaster preparedness
- Set-up of communication facilities and early warning devices
- Listing of families, and making a profile of members by age and sex
- Identification of safe evacuation sites, with light, water and beddings
- Stockpiling food provisions that are more nutritious
- Providing adequate supply of potable water
- Putting up separate toilet facilities for women and men
- Providing essential medicine and first aid supplies in each evacuation site
- Preemptive evacuation of risk areas: women, children and elderly first
- Relocation of communities from identified hazard zones

The following are the best practices during the disaster management during and after Typhoon Reming.

Case 1. Moving Up to Safe Ground: Barangay Cullat, Banaderos, and Alcala

Residents of these three barangays survived Typhoon Reming with zero casualties, thanks to their cooperation with the pre-emptive evacuation program of Albay Governor Joey Salceda. But they are not taking any chances. Their respective barangay officials have passed a resolution requesting the Mayor that their entire community be relocated to appropriate sites outside the disaster zone.

All three barangays are located at the foothills of Mount Mayon, a stunning natural wonder that is beautiful but dangerous. When Typhoon Reming came in November 2006, the residents were evacuated to higher ground within their own barangay, where they had to wait for at least three days for relief goods to come their way. All the low-lying areas were covered not only with rainwater but also with mud, rocks and sand. Among the debris were the unfortunate casualties that drifted into their area from other barangays.

Barangay Cullat residents have the unique opportunity of being relocated into an elevated site within their own barangay territory. The site was originally purchased to serve as public school site. Already in place is the barangay elementary school. Negotiations are ongoing for the purchase of the adjoining site in order to provide the community with space for vegetable production and a livelihood center.

The Cullat Relocation Site is now under intensive development. Bulldozed by the Department of Public Highways, the main road up the hill is already passable by trucks carrying gravel and sand and other construction materials. The first of 82 houses is completed. The next three are simultaneously being constructed bayanihan style, that is, a group of ten neighbors work together for ten days to construct a house before moving on to the next house.

The Municipal Social Welfare and Development Office (MSWDO) oversees the “food for work” program; each household contributes ten days of labor a month in exchange for food rations—Pack A (3 kilograms of rice, sardines and oil) and Pack B (tuna and corned beef); each package worth PhP 200 is given on alternate days. Each household is also eligible for the “cash for work” in the amount of PhP 2,000 for ten days of skilled labor.

There is division of labor—men do the masonry, carpentry and electrical works; women do the spadework, literally, for they dig the holes where the posts will go and they sift the sand that will go into the cement mix.

Barangay Bañadero residents will all transfer to Anislag Resettlement Site, Phase III. While all 399 families will be intact as a community, they constitute 37 percent of 1,082 families from five barangays, all sharing the Phase III site.

Prior to their transfer, the residents have organized themselves into the Bañadero Neighborhood Association for Shelter Assistance. The woman president, Mrs. Myrna Miranda, has almost four decades of community service to her name. Currently a

Barangay Health Worker, she started as a member of the Rural Improvement Club in 1970, and has served the barangay in various capacities as secretary (15 years), councilor and treasurer. Recently, Mrs. Miranda was elected as board member of the Bagong Silang Homeowners' Association that will govern the 5-barangay community in Phase III of the Anislag Resettlement Site. The Homeowners' Association will help ensure that the rules and regulations of the National Housing Authority are well implemented.

Barangay Alcala residents will all be relocated to avoid being trapped by any disaster in the future. However, their original community will no longer be intact. The majority, 625 families, will transfer to Baldo II (Daraga Phase II) as part of a community of 1,409 families coming mainly from six barangays. Another 51 families will join a community of 1,017 families from seven barangays in Baldo I (Daraga Phase I). For these families from Bgy. Alcala, the sponsoring agencies are—IOM Transit Shelters/Peñafrancia (1), OCD/Senator Zubiri (29), DSWD/Habitat for Humanity (21); *already relocated from the riverside are 15 families who are most at risk.*

The Neighborhood Association for Shelter Assistance in Bgy. Alcala is led by women who hold the posts of president, vice president, secretary and treasurer, leaving two posts for men.

Case 2. KKK: Empowering Women Survivors through Livelihood Programs

Nancy M. and her husband used to be itinerant salesfolk, buying and selling Chinese Taipei goods. Typhoon Reming drastically changed their lives. They lost their home and their business, including a sidecar. While they were able to retrieve their motorcycle, it remains unused for they have no money to get a license.

During the typhoon, Nancy and her neighbors needed to evacuate their homes. They found the Binitayan Elementary School locked and the key could not be found, Nancy asked the barangay captain's permission to have the door forced open. She was president of the Parent-Teacher's Association; she also became an instant leader in charge of relief goods distribution.

Along with other families who were hard hit by Typhoon Reming, Nancy and her husband and their only child Charmaine (age 12 in 2006) have been given a house at the Anislag Relocation Site.

During the recovery phase, she attended all the trainings that were offered. At the Bicol University, she attended training in first aid, and stress debriefing for parents and children. She also attended trainings in entrepreneurship, Gintong Suklay, and leadership training.

In August 2008, following the FGD session conducted by the PWU-DIWA for the APEC Study on Women in Times of Disaster, Nancy and 20 other women survivors already living in the Anislag Relocation Site attended a three-day Gender Sensitivity Training. This GST was unique; it had a Development component that introduces the basics of problem-solving and needs identification in the context of the twelve issues confronting women contained in the Beijing Platform of Action. Responses to these issues include advocacy and project development.



The primary concern of the women survivors was economic: how to meet the family's daily basic necessities. Their first project, therefore, is livelihood. The women are interested in several livelihood projects; each of these projects match their existing skills. Mobile store, garments and curtain-making, beauty services, massage were some of the possible livelihood projects.

On “Graduation day” the GST participants organized themselves into the Kusog Kan Kababaihan (women power) with a vision of uniting and helping women to attain full and satisfying family and community life. Its mission is to inculcate values worthy of a living example for family and community, such as trust, good communication and self-discipline, and to implement various projects for women. and elected the first set of officers. Victory is President; Nice is Vice-President; Cute is Secretary; Lovely is Treasurer; and Trust is Auditor, Committee heads were also appointed. Nice chairs the mobile store committee.

To provide a start to the mobile store, two sacks of rice from an anonymous donor were sold to the KKK members. The officers approved the use of the initial cash capital of P2,000 for the purchase of any saleable goods. The first to avail of the capital is . . . you guessed right . . . Nancy! She will pay a fixed monthly interest of P200 a month to KKK until she is able to return the capital.

Indeed, women can help their families recover from their economic woes, given some empowering training and livelihood assistance.

Case 3. Simon of Cyrene Foundation: Providing Homes for Disabled Children

Simon of Cyrene Children’s Rehabilitation and Development Foundation, Inc. (SCCRDFI) is a non-profit organization which is committed to the promotion of the rights and inclusion of persons with disabilities.

For two decades now, Daraga, Albay has been the pilot area for the Foundation’s community-based rehabilitation program. When Typhoon Reming hit Daraga, families of “Simon children” were among those who had to be evacuated from Barangay Binitayan to safer ground. Fortunately, the Foundation owned property along the highway; this area was intended as site for a new office. Typhoon Reming catalyzed the Board’s decision to utilize the site to serve the displaced families.

Sagip Kapamilya Simon of Cyrene Village in Penafrancia now serves as a resettlement site for Persons with Disabilities within the context of Community-Based Rehabilitation.. To date, forty families have been relocated to the completed units, and another 60 families are awaiting the completion of their allocated units. Like other resettlement sites, there is a people’s organization in this village.

Case 4. Youth Volunteerism: Bicol University’s NSTP National Service Training Program (NSTP)



The National Service Training Program (NSTP) was implemented in School-Year 2002 upon the approval of Republic Act 9163, otherwise known as the NSTP Law of 2001. As such, all incoming freshmen are required to take up NSTP as a requirement for graduation in the course that they have enrolled in. They are given the option to select one from among the three NSTP components that they feel would help them build their personality and enhance their sense of patriotism as required in the NSTP course.



The three components are: a.) Civic Welfare Training Service (CWTS) which refers to the program component or activities contributory to the general welfare and the betterment of life for the members of the community or the enrichment of the facilities, especially those devoted to improving health, education, environment, entrepreneurship, safety, recreation and morale of the citizenry and other social welfare services; b.) Literacy Training Service (LTS) refers to the program component designed to train the students to teach literacy and numeracy skills to schoolchildren, out-of-school youths and other segments of society in need of their services; and c.) Reserve Officers Training Corps (ROTC) which is to the program component institutionalized under Section 38 and 39 of Republic Act No. 7077, designed to provide military training to tertiary level students in order to motivate, train, organize and mobilize them for national defense preparedness.

Thus, during typhoon Reming, NSTP students carried the torch of volunteerism by mobilizing the whole studentry to help the victims by giving foods and clothings. Others helped in the distribution of relief goods. Some participated in the stress debriefing.

One student made a webpage where she was able to ask for donation electronically. Significant numbers of alumni and non-alumni all over the world responded to her appeal for assistance to help the victims.

Case 5. Government Response: Albay Provincial Public Safety and Emergency Management Office (APPSEMO)

Responsible for reactivating the local disaster coordinating council in order to prepare countermeasures due to major weather disturbance that caused floods, landslides, flash floods and lahar flow. The council was reactivated in 15 towns and three cities of Albay. The local disaster coordinating council is responsible in convening, observing and monitoring the rain gauges installed in each municipality and perform countermeasures in respective areas of responsibility for reducing risks.

During rainy season (October) no one from APPSEMO is allowed to file a leave of absence. The head and his team roam around the province to monitor specifically those communities lying near the river channels, and other low-lying areas and communities on the slopes of Mount Mayon.

Case 6. GeRL KA BA?: Gender Mainstreaming Efforts

GeRL KA BA? Self-Assessment (Gender Responsive LGU Ka Ba?) is an assessment tool of gender responsiveness among local government units (LGUs).

While LGUs are duty-bound to provide basic services and facilities to their constituents under the Local Government Code (R.A. 7160), the Code does not specifically state the need to be sensitive to the differential needs and concerns of women and men constituents.

The mandate for LGUs to be gender-responsive comes from the Philippine Plan for Gender-responsive Development (PPGD) through Executive Order 273. The PPGD spells out the services that should be provided to women.

6.0 Gender Integration Issues

Gender issues concerning disaster management.

1. Socio-cultural where women and men face different challenges during natural disasters because their roles in society have been constructed differently;
2. Gender inequalities in times of disaster as :
 - Women have less access to resources;
 - Multiple burdens, women are primary caregivers to children, elderly and disabled and women are less able to mobilize resources for rehabilitation; and alleviate their economic burden and more often women's income are considered to be secondary;
 - Women are often the victims of domestic and sexual violence after a natural disaster (rape and molestation during rescue effort).
 - Lack of opportunities for education for parents preferred to send to school the boys over girls especially in male dominated communities, and for employment as well as promotion in work and occupation where women often face greater handicap than men.
 - Less participation in disaster planning and management
 - Household inequality where there is unequal sharing of burden of housework and child care.
 - Ownership inequality where there is absence of claims to property which make it harder for women to enter and flourish in commercial, economic and even more social activities.

Due to their gender-roles and life conditions determined by gender relations, men and women have differential capacities and vulnerabilities. They are affected by disasters differently. In many contexts, men are better connected with early warning mechanisms due to their movement in public space and access to formal and informal channels of communication, e.g., radio, TV, informal community networks and interaction with officials.

Despite the mentioned inequalities, women will be visible as partners of men in carrying out a man's job and responsibility especially in times of disaster. This can be done through gender perspective, gender analysis and gender mainstreaming. Gender perspective is viewing issues and problems that take into consideration the different realities in women and men's lives and recognizing that there is unequal relationship between the two. Gender analysis is a strategy and approach to close the gap between men and women; this identifies the lack (that which is not there) gaps (that which is not enough) and mismatch (that which is not right).

Given the paradigm shift from scientific to social, relief to disaster risk reduction, top-down to bottom-up, it is recommended that a gender conscious approach be adopted in disaster risk management efforts at all levels, particularly at the community level.

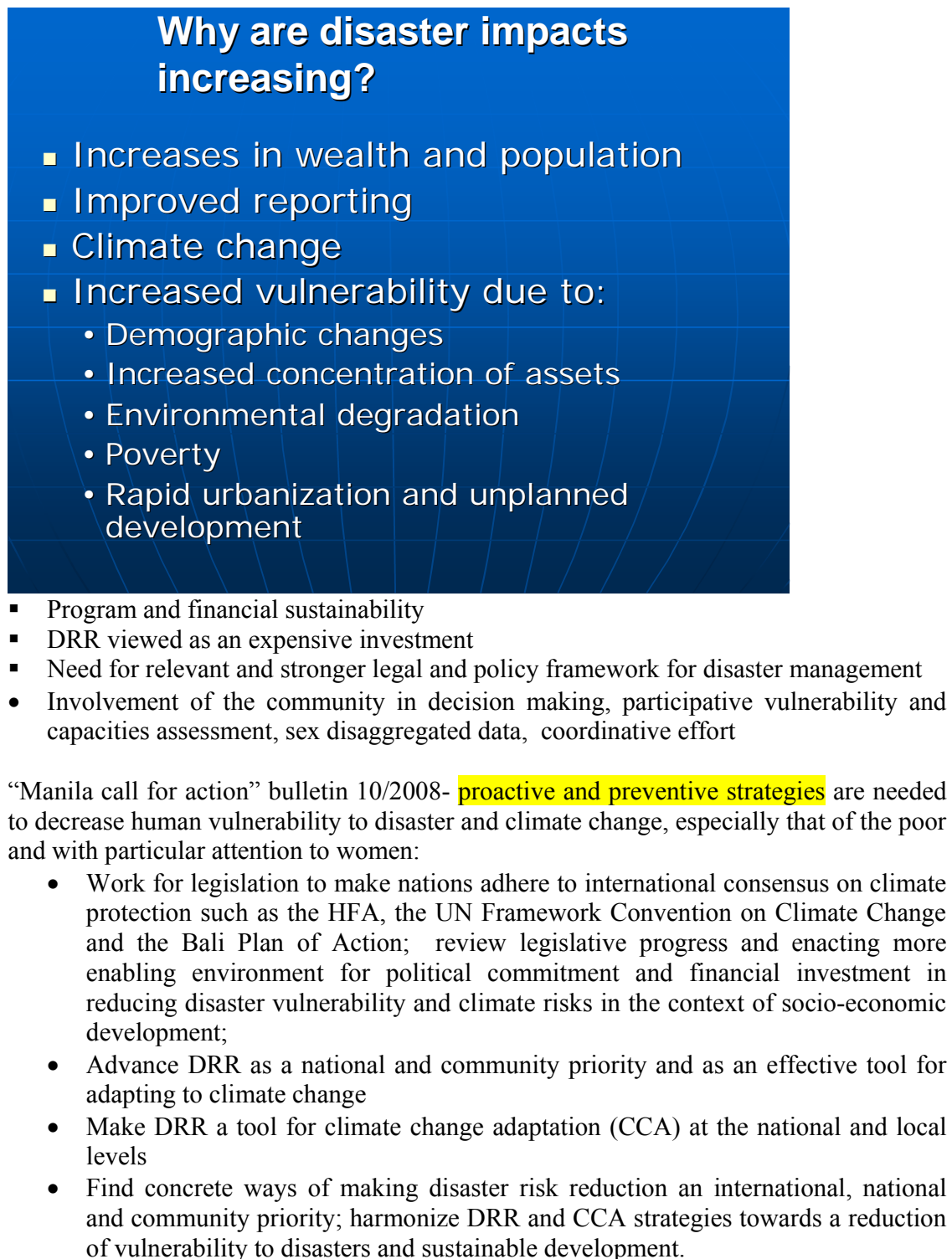
A gender conscious approach means going beyond awareness about gender issues and taking actions to transform prevailing unequal gender relations during and through disaster risk management at all levels of governance. A gender conscious approach does not only demand the fulfillment of the practical needs of women and men in disaster situations but asserts the roles of women and men as disaster managers in the family, community and at work. A gender conscious approach will allow better disaster risk management, thus make communities safer from future disasters.

A gender conscious approach to disaster response can be adopted in all three phases before (disaster preparedness), during (emergency response) and after (rehabilitation and reconstruction) a disaster at community level. Different frameworks have been developed and can be very well applied in community-based disaster risk management.

The main issues are:

- Lack of coordination and inter-linkage of policy and plans due to lack of perception and understanding
- Lack of local actions, and
- - Need to mainstream DRM in local development plans, Comprehensive Land Use Plans budgets, education, infrastructure, governance
- Increasing vulnerabilities because of -
 - Changing demographic, technological and socio-economic conditions
 - Development within high-risk zones
 - Under-development
 - Environmental degradation
 - Climate variability
 - Climate change
 - Geological hazards
 - Competition of resources

Fig. 9. Why Disaster Impacts Are Increasing



Why are disaster impacts increasing?

- Increases in wealth and population
- Improved reporting
- Climate change
- Increased vulnerability due to:
 - Demographic changes
 - Increased concentration of assets
 - Environmental degradation
 - Poverty
 - Rapid urbanization and unplanned development

- Program and financial sustainability
- DRR viewed as an expensive investment
- Need for relevant and stronger legal and policy framework for disaster management
- Involvement of the community in decision making, participative vulnerability and capacities assessment, sex disaggregated data, coordinative effort

“Manila call for action” bulletin 10/2008- **proactive and preventive strategies** are needed to decrease human vulnerability to disaster and climate change, especially that of the poor and with particular attention to women:

- Work for legislation to make nations adhere to international consensus on climate protection such as the HFA, the UN Framework Convention on Climate Change and the Bali Plan of Action; review legislative progress and enacting more enabling environment for political commitment and financial investment in reducing disaster vulnerability and climate risks in the context of socio-economic development;
- Advance DRR as a national and community priority and as an effective tool for adapting to climate change
- Make DRR a tool for climate change adaptation (CCA) at the national and local levels
- Find concrete ways of making disaster risk reduction an international, national and community priority; harmonize DRR and CCA strategies towards a reduction of vulnerability to disasters and sustainable development.

Issues BEFORE the Disaster

- identification of possible evacuation center
- formulation of effective plans by the Provincial Disaster Coordinating Council (PDCC)
- effective communication and information dissemination
- need for seminar and training with actual demonstration

Invisibility of Women as Contingency and Emergency Planners

- o women proposed ideas for disaster management initiatives are usually ignored
- o exclusion of women in the disaster management planning process

Issues DURING the Disaster

- no more gender sensitivity
- o inadequate temporary shelters and basic needs
- ineffective communication – accurate information not properly disseminated
safety of families of service providers

Issues AFTER Disaster

- need for organized group with clear responsibility
- need for effective communication and dissemination of accurate information

3. 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.

4. Violence Against Women

- 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”.

Women’s human rights violations

- lack adequate sanitation, clean water, health services and security
- slow processing of compensations (death/missing)
- insufficient funds/resources to restore survivors’ livelihoods.

- low quality of food rations which affects health of children and pregnant, breast feeding mothers and elderly women.
 - lack of access to education by school children and those in secondary level.
 - absence of secondary school at the relocation site
 - schools are too far from relocation sites
 - transportation is expensive.
 - low standards in construction and design of temporary and permanent shelters (camps made of sacks given by MMDA- “see-through shelter”)
- temporary facilities do not meet women’s needs: no kitchen, toilets and bathing facilities.
- if toilet is constructed, it is being constructed far from the shelter, thus, posing difficulty for women and person’s with disability in accessing during night time.
- lack of attention given to climatic conditions in building temporary shelters
- intolerable heat inside the shelter at noon while too cold during night
flooded during rainy season
- some permanent housing have construction material problems: houses built by DSWD lack construction materials
 - no freedom to choice in designing/constructing their houses: usually depend on the donor
- can’t continue construction without prior approval from the government/corporate donors, thus, imposing problem because they are individual donor who wanted to help (Bicol Care - giving paint, etc.)

5. Reproductive Health Care

- o Pregnancy awareness: No special care provided to pregnant women
- o Special health care needs for pregnant women
- o Unavailability of records from prior prenatal care

7.0 RECOMMENDATIONS

The Asia - Pacific Economic Cooperation (APEC) is most interested in recommendations and practical guidelines for gender integration in disaster management, with particular focus on emergency preparedness and rebuilding of economic livelihood.

Running through the recommendations that have been submitted during the focused group discussions, national and local validation workshops are the following:

- Promoting the participation of women in all phases of disaster management
- Integrating gender concerns in policy and program development
- Developing the organizational capacity on gender analysis and development towards more **effective local Disaster Management Councils**

7.1 For Governments At All Levels

1.1 Promoting women's participation in all phases of disaster management

- Encourage different stakeholders in the formulation of disaster preparedness plan integrating gender concerns from LGUs to the national level, focusing more on the barangay level. **(DILG)**
- Maintain the present set-up of LGUs and of NGOs , wherein the females are well represented and most active. **(DPWH)**
- Integrate women's organizations in all disaster coordinating councils to make them aware. **(Vice-Mayor's Office)**

1.2 Integrating women's concerns in disaster management

- Census/list all would-be evacuees by gender and age group of. **(DepEd)**
- List requirements for female-related provisions. **(DepEd)**
- Instill sense of priority for women in order of evacuation and safety. **(DepEd)**

Post-Disaster

- Post-trauma debriefing for women and children. **(DepEd)**
- Providing inventories for women needs **(DepEd)**

1.3 Developing institutional capacities

Pre-disaster

- Incorporate GAD concern in Annual Investment Program and Long-term Plan of the province. **(PPDO)**
- Train all barangay leaders in DNA, health and blood donors' data. **(PNRC)**
- Give separate room for patients of each gender during disasters/calamities **(PHO)**
- Provide separate bath and toilet facilities for male and female evacuees. **(PHO)**
- Give health education re: gender Issues. **(PHO)**

Post-disaster

- Follow up project implementation in terms of impact on women **(PPDO)**
- Monitor and assess effectiveness and impacts of the disaster plan (barangay and municipal levels) and compliance or in accordance with the formulated provincial disaster preparedness plan. **(DILG, PIA)**

- Maintain the present set-up of LGUs and of NGOs, wherein the females are well represented and most active. **(DPWH)**
- Ensure that all barangays put into practice the knowledge and skills gained during the training. **(PNRC)**
- Closely monitor implementation of disaster management to determine weak points. **(PNRC)**
- Allocate funds for other aspects of disaster preparedness and post. (DILG)**
- Advocate for DRM Act: as legal framework
- Develop institutionalized approaches, for needs assessment and damage assessment for each type of disaster
- Share best practices
- Orient both sexes on policies in all cycles of disaster management

7.2 For National Governments: Pre-disaster

a. Developing organizational capacities for integrating gender dimensions into disaster management

- Produce satellite images, simulation, mathematical modeling to show the high risk areas;
- Institutionalize GAD into the system for women and youth programs, with separate funding and staff
- Include as part of the Dep-Ed and NSTP lessons, what to do, what not to do, and where to go should be.

b. Including gender concerns in disaster management

- Make sure DepEd school buildings are built well and well provided with sanitary facilities
- Locate evacuation areas in schools which are not prone to flooding (DepEd)
- Provide access to schools to Barangay Chair in the locality. (DepEd)
- Sensitize teachers on school projects that would rekindle the memories of pupils on the experiences they had about the typhoon like bringing family pictures when in fact all pictures were destroyed during the typhoon. (DepEd)
- Provide budget for additional comfort rooms in schools which will be used as evacuation centers (DepEd)
- Enforce standards in humanitarian assistance (SPHERE Project)
- Recognize gender in DRR and as an organizing principle

7.3 For Local Governments: Pre-disaster

a. Addressing multiple Burdens of Women

b. Promoting the participation of women in all phases of disaster management

- Take advantage of available capability of women, encourage their participation in planning, managing evacuation center, especially taking care of children, identifying locations
- Tap women's groups in DRR: hazard and vulnerability mapping, community outreach, disaster preparedness training and micro credit;
- Tap women's strengths as users and managers of environmental resources, as economic providers, care givers and community organizers
- Obtain updated information from PAG-ASA and other government agencies concerned and inform the public about the typhoon, including the exact location where the typhoon will strike
- Organize means of communication and transportation

c. Integrating gender concerns in policy and program development

- Include in the preparation before typhoons the identification of possible evacuation centers.
- Provide temporary shelters and basic needs immediately.
- Acquire a service vehicle for emergency as needed.
- Provide child care, elder care and caring for persons with disability
- Assist in household and/or workplace recovery at the relocation site

Augment income through livelihood activities that meet daily needs or through cost saving activities

- Use latest available communications technology
- Coordinate with PAG-ASA and other government agencies concerned for proper information dissemination within the area
- Resettle those living in high-risk areas (boulders and rain are transported during typhoons) (PHILVOLCS)
- Avoid future settlement in high risk areas identified by PHILVOLCS, and HLURB and prevent residents who have been evacuated from returning to their former places, which should be used for another purpose; organize such communities people; harness ? political will; attachment to the place is innate in the culture of the

d. Developing the organizational capacity on gender analysis and development.

- Maintain rescue team in constant state of alertness
- For PDCC to prepare better disaster prevention plans.
- Organize groups in the community where each member is assigned a particular responsibility.

- In addition to seminars and trainings about Disaster Management (of which barangay leaders said they already have enough), conduct an actual demonstration on Disaster Management.
- Promote of awareness of indigenous aspects for management – anthropological management, that is, learning and understanding “nature” – metaphysical practices from ancestors – Indian law of attraction, what you think, happens;
- Institutionalize DM agency at the local levels, depending on the vulnerability of areas
- Integrate in local comprehensive development planning, education planning, sector planning (from the plans to the participatory planning process and implementing them (e.g., human settlement of “vulnerable sites”)
- Communicate risks to vulnerable groups
- Do not let people forget Reming, a 40 year flood and other disastrous events,
- Coordinate with PAGASA, PhilVolcs, NGB and National Mapping and Resource Inventory Administration NAMRIA in the production of hazard maps and the institution of appropriate laws and ordinances (project is funded by UNDP and due for completion in 2011; it targets western seaboard of the Philippines)
- Attend, in preparation of disaster plan; re-activate disaster council, and provide orientation on DM
- Encourage all municipalities to institutionalize disaster management offices. (Albay Public Safety Emergency Management Office-APSEMO). In disaster management preparedness, the calamity fund cannot be used. It can only be used when there is already a calamity. If office is organized, budget can be obtained. Disaster management plan can only propose evacuation and stockpiling.

- Prepare for effective response, e.g., drills
- Develop contingency planning
- Identify and use sex disaggregated info for accurate targeting and effective implementation

7.4 Non-Government Organizations: Post disaster

- Develop alternative livelihood programs
- Conduct feeding for disaster survivors
- Conduct counseling for disaster survivors
- Organize health and sanitation into cluster groups, headed by government organizations and backed by IOM
- Train through the conduct actual demonstration/ practice, people for disaster preparedness and coping with disasters.

7.5 For the Private Sector

Identify what types will be needed, for example, in logistics support, particularly transportation to take advantage of steady stream of corporate response for disaster response (CRDR),

Develop light weight emergency products (such as fire extinguishers with reduced weight (less than 3 kgs)

Install warning devices – layman's, SMS messages thru text, kiosks in hotels, maps of vulnerable areas

7.6 For Schools: Pre-Disaster

- Integrate gender concerns in academic policy and program development
- Integrate and consolidation of DM in various subjects taught
- Incorporate into the formal education, ROTC under NSTP- add 15 to 20 hours on disaster management: crisis, leadership – UP-ROTC had 5,000 enrolled, now less than 100 (80% women);
- Develop materials on how to prevent disasters
- Orient children in schools (DILG)
- Provide adequate CRs and sanitation facilities in schools serving as evacuation centers (DILG)
- Integrate and consolidate DM from various subjects taught
- Develop community education on reading hazards and translating into warnings, action and communication should be developed. No national warnings on rainfall, floods and landslides;
- Educate women staying at home thru assignments of children and vice versa
- Use ICT for elearning and SMS

6.1 Developing the organizational capacity on gender analysis and development.

- Develop methods for monitoring and evaluation of disaster management from a gender perspective
- Link with other organizations
- Incorporate DRM and gender integration into the structure
- Conduct research, particularly, monitoring, evaluating and managing change

7.7 For Civil Society: Pre-disaster

Psychology and Stress Debriefing for different age groups (from pre-school – elderly)

Promote trust and credibility in an emergency

Identify protocols and support system/equipment to allow female participation (in life saving)

Conduct gender awareness, training, education on disaster management planning

NEXT STEPS

- Convene a meeting of ministers for gender./ women affairs to discuss gender and economic development. In the lead up to this convening it is recommended that an expert group meet with permanent secretaries of key departments, including NCRFW and its gender resource centers and women's desks in different government agencies to sort through the technical details around data needs and highlight policy intervention variables as input to the ministers meeting.
- Establish a formal mandate on gender mainstreaming in disaster management
- Establish and maintain formal advisory mechanisms to promote the integration of gender expert (or regularized access to gender expertise)
- Increase the awareness and understanding of personnel in public and private entities on gender and development, gender and growth and gender and disaster management.

ⁱ The ASEAN Agreement on Disaster Management and Emergency Response (AADMER), is a regional legal framework for multilateral cooperation and collaboration in Disaster Risk Reduction (DRR) and emergency response in ASEAN

ⁱⁱ For Capability and Establishing a Community Disaster Preparedness Program Nationwide, NDCC follows the International Humanitarian Assistance Network (IHAN) procedures which define the responsibilities of government agencies concerned aimed at establishing an efficient system, with clearly defined procedures and arrangements for the entry and processing of international relief teams.
<http://www.adb.org/Documents/Events/2007/Small-Group-Workshop/Paper-Tadeo.pdf>

ⁱⁱⁱ The SASOP provides the guide for deploying and mobilizing assets from the assisting entity to the points of borders of the requesting party in the ASEAN Region. in <http://www.adb.org/Documents/Events/2007/Small-Group-Workshop/Paper-Tadeo.pdf>

^{iv} The European Commission's humanitarian aid department (DG ECHO) provides rapid and effective support to the victims of disasters beyond the European Union's borders. On average, approximately 16% of DG ECHO humanitarian relief is a response to sudden-onset natural disasters. Since the launch of the DIPECHO programme in 1996, DG ECHO has invested more than EUR 120 million in disaster preparedness launched a specific programme, DIPECHO (Disaster Preparedness ECHO) dedicated to disaster preparedness. http://ec.europa.eu/echo/policies/dipecho_en.htm

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^{vi} As an initial step to address these issues, the NDCC is implementing a five-year (2006-2010) **Hazards Mapping and Assessment for Effective Community-Based Disaster Risk Management** (dubbed as READY) in partnership with UNDP and AusAid. This project aims to institutionalize and standardize DRM measures and processes at the national level as well empower the most vulnerable local municipalities and cities in the country. This project is an offshoot of the REINA Project in Quezon province which covered three municipalities (Real, Infanta and Nakar) that were affected by a destructive flashflood.
<http://www.adb.org/Documents/Events/2007/Small-Group-Workshop/Paper-Tadeo.pdf>, accessed February 2009)

vii **GLIDE number.** Accessing disaster information can be a time consuming and laborious task. Not only is data scattered but frequently identification of the disaster can be confusing in countries with many disaster events. To address both of these issues, **Asian Disaster Reduction Center (ADRC)** proposed a globally common Unique ID code for disasters. This idea was shared and promoted by the Centre for Research on the Epidemiology of Disasters (CRED) of the University of Louvain in Brussels (Belgium), UN Office on the Coordination of Humanitarian Affairs (OCHA)/ReliefWeb, OCHA/FSCC, ISDR, UNDP, UN World Meteorological Organization (WMO), International Federation of the Red Cross/Crescent (IFRC), OFDA-USAID, UN Food and Agriculture Office (FAO), La Red and the World Bank and was jointly launched as a new initiative "GLIDE". <http://www.glidenumbers.net/glide/public/about.jsp>

Appendix 1. Issues, Causes and Recommendations on Gender Integration in Disaster Management.

The following were the **Panel of Reactors, Issues Raised and Recommendations**

Panel of Reactors	Issues	Cause	Recommendations (what)	Recommendations (who)
Atty Priscilla P. Duque, MNSA Asst. Civil Defense Executive Officer & Chief, Training Division, OCD, DND	Approval of proposed legislation	Internal	Meet with the author of the proposed bill in Congress/appear in the congress hearing if there is a need to explain the importance of the bill.	OCD, NDCC
	Slow mainstreaming of gender concerns in disaster management	Internal	Support and advocacy of DRM Act Tap women's groups in DRR efforts- hazard & vulnerability mapping, community outreach, disaster preparedness training and Micro credit; preparing for effective response as in drills; develop contingency plan and enforce standards in humanitarian assistance;	OCD, DND

			<p>recognize gender in DRR & as an organizing principle</p> <p>identify sex disaggregated information for accurate targeting and effective implementation; tap women strengths as users and in management of environmental resources, economic providers, caregivers and community organizers.</p> <p>Conduct a Needs Assessment for each type of disaster and damage assessment for each type of disaster.</p> <p>Specify the role of media during disaster.</p>	
	<p>Slow mainstreaming of DRR (education, planning and budgeting)</p>	<p>Internal/external</p>	<p>Institutionalize DM agency at local levels depending on the vulnerability of areas; integrate in local comprehensive development plan, sectoral plan and education ;</p> <p>integrate DM in all subjects taught(education) ;</p>	

Police Chief Supt.Rober to Rongavilla	In terms of number of policewomen officers, women police is more or less 10% only of the male population.	Internal – less/slower promotion of policewomen . still bias against policewomen because most of them are assigned on “desk” position even in times of disaster	Intensive recruitment of police women; orientation on Police organization putting more emphasis in working on a male dominated organization.	Directorate of Community Relations of the Philippine National Police
Engr. Rodel Emmanuel C. Adiviso	Cultural norms where physical, life threatening and critical technical tasks are assigned to men ; post trauma are given to women	External	Sharing of best practices highlighting the tasks done by women; expand skills training in dealing with disaster management for both sexes; develop products with weights that can be carried by women; policy orientation to both sexes in mitigating disaster issues and identification of protocols ,support system, equipment to allow female participation like in life saving.	Congress/Senate passage of bill as initiated by NDCC

Dr. Romeo Santos	Lack of disaster mgmt plan in school campuses ; lack of research in gender biases	External – lack of mandate from Commission on Higher Education (CHED) and Department of Education (DepEd) Schools are required only to conduct fire and earthquake drills	Recommend to have a mandate to prepare disaster mgmt. plans in school campuses and to conduct more researches in gender bias.	Mandate from CHED/DepED through the initiative of NDCC
Mr. Cedric Daep representing Governor Joey Salceda	Need to institutionalize the public safety program	Internal – within our government	Recommend the use of regular budget for public safety program.	Need a bill on the matter as initiated by NDCC.
Usec. Ernesto Carolina	Need to shift from disaster relief and rehabilitation to risk management	Internal	Recommend to conduct training on risk management. Focus more on risk management than on disaster relief and rehabilitation.	Organizational structure of NDCC from national to barangay level.
Mr. Einstein U. Padua	Need to educate further on how man can avoid disasters from happening/ lessen negative impact of natural disasters	Internal in the sense that each man should be aware of how he can avoid the happening of disaster	Strengthen the awareness and education program on how man contributes to the hastening of disaster.	Mandate coming from NDCC enjoining the non government organizations to conduct such activities in various forms.

		External – need for various agencies to conduct disaster awareness and later on educational program.	Provide mandate to undertake educational program on this matter from the national to the barangay level.	
Engr. Johnny Cunanan	Need to conduct evaluation of buildings and structures	Internal – within the implementing agency	Strictly implement the inspection of buildings and structures in each area; barangay, municipality, city levels.	Engineers at the Building Office in each municipality, city and provincial
Engr. Raymond de Leon	Issues/Challenges raised : There is a need to train the respondents Inclusion of medical care service should be included in Executive Order 226 Power supply is unavailable to allow use of communication equipment during disaster.	Internal	Train the respondents /victims /relatives /friends of victims; provide ambulances and first aid volunteers during disasters; Make sure that power generator will be available during disaster.	Mandate from NDCC to their structures in the region, province, municipality and barangay.

Appendix 2. Proposed Strategies to Strengthen Gender Integration in Disaster Management by Phase.

Phase	Strategies	Concerned Issues	Lead Agency
Preparedness (pre-event)	<p>Policymakers to come up with a mandate to include women in pre disaster activities</p> <p>Gender awareness & advocacy specifying roles/responsibilities</p> <p>Creation of pool of disaster experts from both sexes.</p> <p>Foundation of Gender and disaster tools in planning and indicators for monitoring Provision of gender equity disaster budget</p>	<p>Lack of policy to formally include women</p> <p>Education and training</p> <p>Enabling mechanism in an organization</p> <p>Capacity building in planning and monitoring</p> <p>Resource generation and allocation</p>	NDCC /Congress/Senate
Emergency response	Inclusion of women in all created task force groups	Education and training	NDCC/NGOs in DM
Rehabilitation	<p>Continuous relay of messages and information on gender through radio, TV and print media.</p> <p>Involvement of gender in various activities in rehabilitation process like setting up of livelihood program and repair of infrastructures</p>	Information	Local TV/radio and print media.

Reconstruction	Enabling mechanisms to go back to normal life	Counseling and training.	Local government units /NGO and other private sectors

viii Gawad KALASAG (Kalamidad at Sakuna Labanan, Sariling Galing ang Kaligtasan) Excellence in Disaster Management and Humanitarian Assistance Awards The Gawad KALASAG Awards aims to confer distinctive recognition to individuals, groups or institutions who have sacrificed their own lives or safety to be able to save people at risk, and prevent or minimize needless sufferings during the three phases of disasters.