



How can humanitarian assistance ease women's burdens, make relationships between women and men more equal, and enable women to decide and act on issues affecting them?

WOMEN AFTER THE STORM

GENDER ISSUES IN YOLANDA RECOVERY
AND REHABILITATION

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OXFAM

WOMEN AFTER THE STORM PROCEEDINGS

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LIST OF ACRONYMS

| | | | |
|-------|---|--------|--|
| CBU | Capital Build Up | MDG | Millennium Development Goal |
| CDO | Cagayan de Oro | MHP | Maternal Health Program |
| CDP | Center for Disaster Preparedness | MISP | Minimum Initial Service Package |
| CS | Caesarean Section | NDCC | National Disaster Coordinating Council |
| CSOs | Civil Society Organisations | NDDRMC | National Disaster Risk Reduction and Management Council |
| CTP | Cash Transfer Programme | NEDA | National Economic and Development Authority |
| DAP | Development Academy of the Philippines | OCHA | Office for the Coordination of Humanitarian Affairs |
| DBM | Department of Budget and Management | PKK | Proyekto sa Kauswagan sa Katilingban |
| DILG | Department of Interior and Local Government | PHO | Primary Health Organisations |
| DRR | Disaster Risk Reduction | PWH | Professional Women in Healthcare |
| DRRMC | Disaster Risk Reduction Management Council | RH | Reproductive Health |
| DSWD | Department of Social Welfare and Development | RHU | Rural Health Unit |
| EFSVL | Emergency Food Security and Vulnerable Livelihood | RRP | Rainbow Rights Philippines |
| EVRMC | Eastern Visayas Regional Medical Center | RPRH | Responsible Parenthood and Reproductive Health |
| EWG | Emergency Working Group | SOGI | Sexual Orientation and Gender Identity |
| FGD | Focus Group Discussion | STD | Sexually Transmitted Disease |
| GAD | Gender and Development | STI | Sexually Transmitted Infection |
| GBV | Gender-based violence | TNA | Training Needs Assessment |
| GST | Gender Sensitivity Training | UNESCO | United Nations Educational, Scientific and Cultural Organisation |
| HIV | Human Immunodeficiency Virus | UNFCCC | United Nations Convention on Climate Change |
| INGO | International Non Governmental Organisations | UNFPA | United Nations Population Fund |
| IP | Indigenous People | UNICEF | United Nations Children's Fund |
| LDRRM | Local Disaster Risk Reduction Management Plan | VAW | Violence against women |
| LGBT | Lesbian, Gay, Bisexual, Transgender | WFS | Women Friendly Spaces |
| LGU | Local government unit | WHO | World Health Organization |

EXECUTIVE SUMMARY

On August 26, 2014, Oxfam in the Philippines hosted a forum on gender and women's rights in emergencies, recovery and rehabilitation entitled "Women After the Storm". The forum focused on problems and responses to Typhoon Yolanda (international name: Haiyan) affected areas. The forum was well-attended by international development organisations, government agencies, non-government organisations, women's organisations, local women's networks and representatives from local government units.

The event was an opportunity to understand that gender inequalities persist and magnified during disaster, thus, there is a strong need to recognise the differential needs, capacities and contributions of women and men, girls and boys so that their differentiated needs are met. It highlighted Oxfam's Typhoon Haiyan Emergency Response as they use a gender lens in their humanitarian response, from emergency to recovery stage. This gathering also became a venue for many local, national and international actors to share their respective humanitarian responses and action in Yolanda affected areas by taking into account a critical question – "how can our assistance ease women's burdens, make relationships between women and men more equal, and enable women to decide and act on issues affecting them?"

There was a recognition that Yolanda provided the opportunity to highlight and magnify the gender inequalities that exist and continue to persist in the communities which likewise prompted INGOs to push for gender equality in all aspects of emergencies towards long-term development. It was also noted that humanitarian assistance is not just about gender-differentiated needs but also the gender specific roles, capacities and potentials that we have before which we can still enrich as we journey towards recovery and rehabilitation.

The forum was able to raise very important points to improve our humanitarian response and actions:

- The importance of having gender analysis to provide a deeper understanding of the situation and realities on the ground, particularly on how to address the different impacts of disasters to women and men, girls and boys.
- The need to institutionalise gender mainstreaming in organisational policies and internal practices to ensure the sustainability of the programmes and operationalise the theories of change in changing the lives of women.
- The call to develop capacities of local government units (LGUs) and other service providers to ensure that incidences of gender-based violence (GBV) are properly attended to. There is likewise a need to strengthen GBV reporting and referral system and to keep track of GBV information and data. It would also help if there is

a concerted action to conduct research and data gathering on GBV. This is to build a case for greater attention to GBV during emergencies. It is high time to develop a documentation system for GBV cases and ways of working together.

- The importance of stand-alone programmes and resources for gender and not just rely on attribution. There is still a lack of coordination among government agencies and local governments with respect to reproductive health concerns. There is a need to include sexual health in RH discussion and how RH could also link with GBV concerns.

- Consider that livelihood is not just about income but what control men and women have over this income. It is about what decisions can men and women exercise over these resources. It is not just technology per se but whether men and women can afford and sustain the use of a particular technology. It is not only organising enterprises but understanding the dynamics and capacities of the men and women entrepreneurs. It is not just about credit for capital, but the capacity of women to mobilise their own capital and savings through formal or informal means. It is not just about market that buys the produce but market that supports food security therefore supporting both the cash and care economy where the women are. Women's livelihoods complement men's livelihoods. At the end of the day, what we envision and what we want to make visible is that women are not just protected, but that women also have the capacity to protect.

- There is a need to break the invisibility of the lesbian, gay, bisexual and transgender (LGBT) sector when it comes to discussions about emergencies and disaster risk reduction (DDR). It is recommended to organise this sector to strengthen their participation. It is also important to establish or strengthen the linkages of LGBT sector with the municipal and provincial governments and with other organisations involved in DRR.

- Recognise that women manifest resilience in times of disaster and even without disaster. We need to recognise that women have leadership skills and have the capacity to share. There is call for effective utilisation of the 5% Gender and Development (GAD) budget. There is also a need get the support of men leaders.

As Libby Dometita of OXFAM noted, promoting gender equality cannot wait until the subsequent phase of the emergency response. We cannot delay it. If we fail to identify gender specific needs then women will find themselves with less time, less money, less resources, less power, their safety and security compromised, and gender inequalities will be further perpetuated. The work can start from the very foundational (basic) to transformative.

Rebuilding lives is not a one-shot deal but a continuum. It is ensuring that the communities not only recover from the wrath of Yolanda but also supported in ensuring the long-term sustainability and development of the community, anchored on gender equality and human rights framework.

A. PARTICIPANTS

WOMEN AFTER THE STORM 26 AUGUST 2014

PROGRAMME



8:00 – 8:30 **REGISTRATION**

8:30 – 9:00 **OPENING** — Felisa R. Castro, President, Kakasa Ka, Salcedo, Eastern Samar, and Treasurer, PKKK Eastern Samar

9:00 – 10:30 **PLENARY PRESENTATIONS**

- Gender snapshot of Yolanda affected areas — Clementine Novales, Gender Officer, OXFAM
- Gender in emergencies — Maria Libertad Dometita, Gender Coordinator, OXFAM
- Relocation: surfacing gendered dimensions — Rhoda Avila, Humanitarian Policy and Advocacy Officer and Alison Kent, Humanitarian Policy Advisor, OXFAM

OPEN FORUM

10:30 – 12:30 **PARALLEL SESSIONS**

- Promoting women leadership in Typhoon Yolanda response — Joyce Laker, Country Programme Manager, ActionAid International–Philippines
- Rebuilding women’s livelihoods — Jocelyn Villanueva, Regional Change Lead for Women’s Economic Leadership, OXFAM
- GBV in emergencies — Claire Padilla, Executive Director, EnGendeRights
- Reproductive Health for communities in crisis — Angelito Umali, MD, MIPH, Humanitarian Coordination Analyst–Reproductive Health, UNFPA, Philippines
- Bangon Tapilon: seeing the ‘smaller’ picture — Mai Lagman and Tisha Ylaya, Rainbow Rights

12:30 – 1:30 **LUNCH**

1:30 – 3:30 **WOMEN AFTER THE STORM**, hosted by Maya Quirino

3:30 – 3:45 **BREAK**

3:45 – 4:15 **PLENARY PRESENTATION**

- Women’s spaces, organizing collective action and rebuilding social fabric — Junice Melgar, Executive Director, Likhaan

4:15 – 4:45 **SYNTHESIS OF THE DAY** — Marie Nuñez, Coordinator, Advocacy, Campaigns and Communications, OXFAM

4:45 – 5:00 **CLOSING**

The forum was attended by 151 individuals and representatives of various international development agencies, government organisations and agencies, local government units, academe, NGOs, women's organisations and grassroots women.

Among the organisations present were:

NGOs/POs/Academe/Media

Rainbow Rights, WLB, WeGovern Institute, WomanHealth, PST CRRC, AADC, PKKK, , Lilak, Leyte RDI, ADMU, Engenderights, Hope for the Youth, AJS, PCIJ, MINCODE, Rappler, Likhaan, WAGI, UP CSWCD, Kakasa Fed, Busilak, Kalipi Fed, Abante Kababayan-an, Samareña organization, KKI, AMDF, ISEA

National Government Agencies and LGUs

Philippine Commission on Women, NEDA, DSWD, LGU of Salcedo, Eastern Samar

International non-government organizations (INGOs)

OXFAM, World Vision, Save the Children, Kindernothilfe, PyD

International Development Agencies

UNOCHA, UNFPA, USAID, DFAT, USAID, World Bank, AAI

(Refer to Annex 1 for the complete list of participants)

B. HIGHLIGHTS OF THE SESSION

The forum was composed of four (4) plenary presentations: (1) A Gender Snapshot in Leyte, Eastern Samar and Northern Cebu; (2) Gender in Emergencies – from basic to transformative actions; (3) Relocation: Surfacing gender dimensions; and (4) From Despair to Hope: The Power of Women to Transform Places of Devastation to Places of Renewal and five (5) parallel sessions: (1) Promoting women leadership in Typhoon Haiyan response; (2) Rebuilding women's livelihoods; (3) GBV incidence and response, (4) Reproductive Health for communities in crisis; and (5) Bangon Tapon, seeing the 'smaller' picture (a discussion of LGBT issues). There was also a special session of grassroots women leaders from Yolanda affected areas who shared their challenges and experiences during and after Yolanda.

PLENARY PRESENTATIONS

The plenary presentations explored responses to the forum's question: how can humanitarian assistance ease women's burdens, make relationships between women and men more equal, and enable women to decide and act on issues affecting them. Below are some of the core messages from the plenary presentations:

(1) Gender Snapshot in Yolanda-Affected Areas

- Men and women were affected differently by Yolanda and these differences are based on a pre-disaster context of gender inequality and discrimination
- Women and men responded differently to the disaster situation
- Emergency response involves both rescue, where men are mostly engaged, and women's crucial role in taking care of the members of the community, especially children, elderly and the ill
- Care work is central to survival in times of emergency and recovery; women's involvement in both productive and care work must be recognised
- Sharing responsibilities in care work is possible
- Adolescents are a distinct group whose needs must be understood and responded to

(2) Gender in Emergencies

- Gender inequalities persist and may be even magnified during disasters
- Importance of recognising the differential needs, capacities and contributions of women and men, girls and boys to ensure that their distinct needs are met
- Oxfam sees the value of gender mainstreaming in all their programmes, i.e. water, sanitation and hygiene (WASH) and emergency food security and vulnerable livelihoods (EFSVL); this is an institutional policy that is operationalised through minimum standards and gendered planning and resourcing
- In addressing the needs of women, it is imperative to work with women on the ground to thoroughly understand their realities

(3) Relocation: surfacing gender dimensions

- Ensure that women's rights are truly at the center of all resettlement efforts.
- Relocation planning must take into consideration livelihood opportunities and provision of basic services including provision of security and safety of women and girls against all forms of violence
- Access to information is critical in decision-making and this includes the process and criteria of selection of beneficiaries in resettlement projects
- Need for targeted support to ensure that women's work is really recognised and fully valued
- Need to review the requirements of housing donors for the housing beneficiaries (i.e. policies on sweat equity)
- Need to ensure that men and women are granted equal housing, land and property rights
- Access to justice must be in place to support women's security of tenure

(4) From despair to hope: the power of women to transform places of devastation to spaces of renewal

- All disaster response programmes should have a gender lens
- Include the most vulnerable, including women and young people (girls and boys), in development stages (policy making, monitoring and implementation)
- Make use of participatory approaches as opposed to top-down approach
- Integrate disaster response in “systems change”
- Need to develop women’s capacities and leadership
- Invest on women’s empowerment for equitable, sustainable and transformative disaster response

PARALLEL SESSIONS

The parallel presentations were a sharing of interventions and challenges of various organisations in typhoon affected areas, particularly responding to the following questions: (a) what action did you take on women’s concerns in the affected areas?; (b) what did you hope to achieve?; (c) what did you find out in the field?; (d) what did you actually achieve?; (e) what were the difficulties that hindered you? what helped?; and, (f) recommendations for future emergencies/disasters, in terms of policy or programming.

Below are the important points discussed in each of the parallel sessions:

(1) Promoting women’s leadership in Typhoon Haiyan Response

- Importance of access to information by affected people, and setting up of transparency and accountability mechanisms in emergency response
- Recognise the significant role of women in emergencies and humanitarian response
- Need to see women’s leadership beyond participation in activities; more important is their control over decision-making processes at all levels of emergency response and early recovery
- Women are active agents and not just recipients of humanitarian aid
- Always use a human rights approach in emergency response by looking at opportunities and choices that people must have to address the increasing vulnerabilities of women

(2) Gender-based Violence incidences and responses

- In humanitarian response, both gender lens and safety lens must be in place to address multiple vulnerabilities
- There should be a functioning Violence Against Women (VAW) Desk and Gender and Development focal point in local government units (these are mandated by law)
- Existence of a strong disaster risk reduction and management is necessary
- Continuous capacity building especially for the frontliners – barangay health workers, social workers, police, doctors, and other personnel

(3) Rebuilding women's livelihood

- Need to go beyond gender mainstreaming in livelihoods; instead, actions towards increasing women's economic leadership
- Do a gendered market mapping to analyse the processes and requirements of the economic sector
- Livelihood diversification as a strategy to build resilience and address economic needs among vulnerable groups
- Need to organise women for enterprise
- Women to have access to technology and market

(4) Reproductive health for communities in crisis

- Immediate availability and access to life saving services
- Ensure immediate access to GBV interventions and RH services
- Increase community information and awareness raising
- Strengthen capacity of service providers as well as mainstreaming capacities of the gender cluster
- Incorporate gender in all of the clusters and in recovery efforts
- Strengthen coordination mechanism among agencies providing humanitarian intervention programs (GOs, INGOs, NGAs, LGUs, NGOs, POs)

(5) LGBT issues

- Disasters put both human life and development at risk
- Women were the first to respond in relief operation and were actively involved in livelihoods
- There were no functioning GAD focal point post disaster
- VAW issues were not immediately addressed; referral system is ineffective
- Women and girls are a diverse group and there is a need to recognise their specific needs, including that of LGBT persons
- LGBT continue to be a taboo in the communities, thus the need to provide safe spaces to assess and address their needs
- Do not hesitate to question heterosexual assumptions and use gender neutral language
- Difficulty in building connections and linkages with local agencies and organisations, especially when it comes to LGBT concerns
- Segregation exacerbate vulnerabilities of LGBT, thus there is need to work towards integration

WOMEN AFTER THE STORM: STORIES OF SURVIVAL

In this session, the women community leaders from Yolanda-affected areas shared their experiences in relief operation for their respective communities. Among the issues they raised were:

- Difficulty in asking for help because of communication and transportation breakdown
- The lack of medical kits and medical attention to the victims of the typhoon
- No help or attention for the single parents, pregnant women and lactating mothers
- Sustaining livelihood especially for the women after Yolanda.
- Lack of school supplies for the children who were going back to school
- Unable to perform parenting duties because of community work
- Lack of resources for their families

The women shared that household management changed because of their critical role in the community as leaders. Their husbands took over their household duties. They were happy to note that there was more caring between them and their husbands as they learned to prioritise what was needed for their family. However for one participant who was a single mother, community work was an added burden.

It could not be denied that they still experience fear and uncertainty after the typhoon, not just for themselves but more importantly for their families. But because of the unfortunate incident, they were able to:

- value themselves more and learn to make ends meet not only for their families but for their communities;
- prioritise those who are most in need rather than focusing on relatives or friends in distributing relief ;
- not to lose hope, especially for mothers who need to take care of their families, their children;
- not to be totally dependent on LGUs, INGOs and government agencies for help

They were very proud to say that women can also be of help in the rehabilitation of the community, in mobilising women's organisations for disaster risk reduction, and establishing community/barangay disaster preparedness.

The disaster became an instrument to discover their strengths as women and what they can do in rebuilding their homes and communities.

The talk ended with much hope and confidence from everyone as they look forward to a better future.

C. RECOMMENDATIONS

There were a number of recommendations generated from the plenary and parallel sessions for considerations in future programmes/activities and/or for enhancing existing programmes. These include, among others:

- All disaster response should have a gender lens and interventions should be informed by gender needs analysis
- Interventions should be participatory and not a top-down approach. Vulnerable groups must be included in the consultation and decision-making processes – from planning, implementation, monitoring and evaluation.
- Strengthen awareness about women's leadership in emergencies and build critical consciousness among women and men
- Promotion of women leadership, women's control over resources and decision-making at all levels.
- Strengthen solidarity among women and provide safe spaces for them to interact, support mentoring, and peer-to-peer support among women
- Build critical mass of women and men that recognise the need for reduction and redistribution of the burden of care
- Lobby for the establishment of functioning VAW desks and GAD focal point system in local government units
- Sustained capacity development programme for frontline/service providers, especially those dealing with GBV and RH
- Coordinate with LGUs regarding the proper utilisation of the 5% GAD budget
- Need to scale up livelihood by increasing volume of production and capacity of women to control their produce
- Develop women leadership for enterprise
- Training and information on livelihood diversification
- Having age and sex disaggregated data in evacuation centers
- Strengthen coordination mechanism among organisations and agencies to maximise limited resources
- Do contingency planning and better consultations with government agencies for intervention programmes.

OPENING REMARKS

The forum started with a national anthem and an opening remark by Felisa R. Castro, a community leader from Salcedo, Eastern Samar.

Castro shared a very strong message to both government and international development agencies and that includes the call to strengthen the participatory approach to development across all stages (from planning, implementing, monitoring and evaluating). In order for intervention programs to be successful and truly responsive to people's needs, there is a need to verify and validate facts and issues from the people in the affected community. She also appealed for the recognition of existing capacities of local communities which development organisations and agencies can build on. Finally, she requested to include the second liners of women leaders in capacity development programs to ensure that other concerns of women are heard and listened to.

Below is the English translation of her speech:

"We are pleased to see with us today our honorable Mayor Melchor Melgar. We are very thankful to him for continuously supporting us in our endeavor. He has been with us from the very start that we are still organizing the Kakasa, providing us support to attend this kind of empowerment training.

To my nation organization where Kakasa is affiliated, the PKKK National; to our sponsor Action Aid; to Oxfam staff who initiated our participation to recognize the women in Haiyan affected areas; to my colleagues and to all of us, a pleasant morning.

It is my honor that someone like us who are working on the ground are given importance. I was not aware that I will be part of this program. I did not expect that I will be speaking in front of all of you. I am nervous and afraid at the same time, but I guess this is an opportunity to inform all of you that we (in the communities) are already empowered.

I am not just the President of the Federation but also the Treasurer of PKKK in Eastern Samar. We are also partner of the municipal government in development programs. Our only request is that we hope that our participation here will pave the way to recognize that we (women) can also be partners in development.

Many of your programs and plans include us (women in the community), we just hope that those programs are really gender responsive because women and men have different needs to address.

I know that one day is not enough to talk about all our issues but I hope we will be able to discuss the important ones. We hope that the INGOs could make a way to help the women in

the communities. We, as much as men, are also deeply involved in economic and livelihood activities in the household and communities.

We hope that this activity is not just for the benefit of funding institutions and big NGOs but also for us working at the grassroots or community level. We also hope that in the future, our second liners can also attend and be given the opportunity to participate in this kind of training so that you also hear their stories. The impact of the disaster is not just different between men and women, but also among women themselves.”

RATIONALE AND OBJECTIVES OF THE FORUM



Alexandra Pura, Oxfam's Gender Justice Programme Coordinator, discussed the rationale and objectives of the forum and recognised the presence of participating agencies from various sectors – international development organisations, government agencies, LGUs, women's organisations and peoples organisations, media, and others.

Yolanda spurred actions from many local, national and international actors to respond to one of the biggest disasters in the country's history. Almost nine months after, we face this nagging question about how do we contribute to the transformation of persistent structural, including gender-based, inequalities, that are the underlying cause of people's suffering and inability to bounce back or build back better after the disaster. We also know

that from disaster after disaster response that precisely because of these inequalities, the effects are different for women, for men, for different age groups, and for different economic classes and sectors.

Oxfam's Typhoon Haiyan Response puts protection of rights and needs of disaster affected populations at the center of its humanitarian response. Using a gender lens in this crucial transition from emergency to recovery can greatly contribute to actions by anchoring these to the lived realities of women, men, girls and boys in the typhoon-hit areas.

It is in this light that Oxfam has organised this forum with a focus on the situation of poor women in Haiyan affected areas. We need to understand how they, with their families and communities, are coping and managing so that we are able to collectively re-imagine the best and most lasting ways to "build back better".

The key question that is posed to ourselves as humanitarian and development actors is: How can our assistance ease women's burdens, make relationships between women and men more equal, and enable women to decide and act on issues affecting them?

The forum aims to:

1. Highlight gender and women's rights perspective on issues confronting people affected by Yolanda; and
2. Share recommended actions by agencies and organisations working on the ground to help make recovery and rehabilitation efforts gender-responsive and transformative.



PLENARY SESSIONS

A. GENDER SNAPSHOT OF YOLANDA-AFFECTED AREAS

Clementine Novales

Clementine Novales, Gender Officer of Oxfam, shared the key findings of the gender snapshot research she conducted in selected Yolanda affected areas. Men and women are affected differently by disaster and this difference is based on pre-disaster context. Gender inequalities and discrimination already existed even before Yolanda, and the disaster situation either exacerbated the situation or somehow changed the power sharing and dynamics in the household and community such that sharing responsibilities in reproductive work can be possible. Emergency response is not about rescue but also about women's crucial role in saving lives not just within their respective households but also for the survival of the community. The typhoon brought one very important aspect in the economy, which is the care work economy as the basic or central to survival. Hence, women's vital role in productive and reproductive work must be recognised. Finally, the research also highlighted the distinct issues of adolescents that must also be addressed.

My task is to provide a 'gender snapshot' of the Yolanda affected areas. It is called a snapshot because it is meant to give a 'picture' of how life is in reality in areas after Yolanda. This snapshot was done with the Oxfam team working in the disaster affected areas. Many of the inputs here came from the local staff and community members. This is a collaborative work of OXFAM and the communities we are working with. The four program areas were very different from each other but also shared many similarities. The research was undertaken from April to May 2014 and as such there will be new information that can shed more light on the situation. Because of the wealth of information we gathered, the presentation will just focus on key points.

OBJECTIVES OF THE SNAPSHOT

Our ultimate aim is to uncover or unearth the gendered realities of the people in the Yolanda affected areas. We say unearth because our experience in working on gender had taught us that many of these realities are quite intangible - you literally dig deep for the patterns to emerge.

The second objective is to seek out the different vulnerabilities of women and men, girls and boys. How is the experience different and in some ways the same? And the third objective is to identify data gaps.

METHODOLOGY

The problem with gender realities is that we are dealing with intangible things; so very unlike vegetables, for example, which you can measure in kilos. Because of this, our method was mainly to listen to the stories from the areas and observe. Much of our data came from unstructured interviews and focus group discussions. Our questions were about: what were the changes in the lives of women and men at the level of households, livelihoods, and relationships in the community? We talked to different groups. In Ormoc, for example, we ensured that stories from the landless workers in the sugarcane hacienda were gathered,

We had a very diverse groups of people. We went to the coastal, upland, rural, and urban areas. We also interviewed Oxfam staff and volunteers – many of them are from the Yolanda affected areas, they are survivors of the disaster. This is a good thing, because we were able to pinpoint what changed in their lives. We also gathered information from available secondary literature – Oxfam itself has undertaken a series of assessments since November. And there is still a lot of literature coming out now.

In total we have 99 sets of interviews – with focus groups and key informants - some are informal, some were more structured. We interviewed local government officials and officers, staff of international and local NGOs, members and leaders of people's organisations, and two microfinance institutions. We talked to a lot of people - around 200 females and 98 males.

CRITICAL ISSUES

Let me highlight critical issues that could affect or could be factors to consider in the recovery and rehabilitation from Yolanda. First is the presidential elections in 2016. This early, this is already affecting typhoon-hit areas and the people. Second, high level of poverty in the areas, especially in Eastern Samar. Eastern Samar has 58 % poverty incidence before Yolanda. This is comparable to the whole of ARMM. We fear that this will worsen, and there are already projections about poverty levels. Third, the weather has changed; it is so erratic.

There are a lot of pre-existing issues, and one that is very critical is the concentration of wealth and land in a few clans. In each area, one can see the similarities in terms of the political and economic dynamics, the forms and figures may be different but the issue of powerful clans is very real for people in the areas. There are also a lot of changes in terms of investments after Yolanda. A lot of actors are coming in – from the finance sector and businesses. There are very controversial issues, one of which is mining. Businesses that are opportunistic are coming in after Yolanda so this is a big driver of change in the community context.

The quality of basic services after Yolanda is worse, we know that already from reports. The health centers are gone, the schools and some hospitals are destroyed. Some of them are being rehabilitated, but the efforts are not enough. Even before, the basic services were never enough. Water quality used to be bad especially in certain areas in Western Leyte. The point is that basic social services were already very poor after the typhoon. This is the overall picture of the areas. There are so many things to consider in the overall context. You have more needs now and vulnerabilities.

NANIE'S STORY

Let me tell you the story of Nanie. She was 2-months pregnant during the typhoon. She lives in the coastal area of Guiuan, in Barangay Hollywood. They heard stories about the incoming typhoon. She took heed of the warning; they packed food, they secured their things, and they evacuated to the designated evacuation area. The husband, who was a fisherman, stayed at home because he preferred to watch over the house and the boat. The boat is very important to him. Nanie helps with the fishing and with the post-catch processes. The husband did not go to the evacuation center. Nanie sent her son to get the husband to evacuate because incoming text messages say that it was going to be very bad. He wouldn't follow. Finally she herself went back to their house and tried to force her husband to go with her. But the husband said "The sky is clear, you can see the stars." Finally he agreed to evacuate. Good thing they did because there was only one piece of material left of their house when Yolanda finally came.

WOMEN AND MEN RESPOND DIFFERENTLY TO THE SITUATION

The men, in general, were more confident about their survival skills and they will more likely to put themselves at risk. Many of the men stayed at home and guarded their assets. The women, because they were not confident with their survival skills, they chose to evacuate with their children to a safe place. We are not making a statistical generalisation, but we can make an understanding of the situation. Also because of this, the men were the ones who did the rescue efforts, the physical lifesaving. They would risk themselves to bring others to a safe space. The women were the ones who stayed with the children and the elderly, they were the first to be evacuated. Often it is the men who build their own houses and use the livelihood assets such as boats. This must be a reason why they are invested in these things to a point that they will risk their lives. The women would say what is a house for if we all die? Safety is foremost in their minds. We often hear this story in the course of the research.

While men did the physical lifesaving, women did the physiological saving, so to speak. In the evacuation center, when children are crying or some are getting anxious, the women were the ones that comfort them. That is taking care of the emotional condition. Also, the women were the ones who would secure food and water. In saving lives, there is the physical aspect, but there is also the equally important aspect of taking care of people's well-being, especially of children.

CAREWORK IS CENTRAL TO SURVIVAL

This is a consistent theme during the conversations with survivors. Some would say *‘buhay lang kami dahil nagtutulongan kami lalong lalo na nung wala pang relief, nung wala pang dumadating na tulong’* (we are only alive because we were helping each other, especially when there was no help coming from the outside yet). Right after Yolanda, care work was central to the survival. When the cash economy broke down, the care economy became the lifeline of the communities.

Men re-built their shelters immediately after the typhoon. They engaged in the bayanihan system (a system of reciprocity). Men foraged for food with women and children, whatever is edible. Women did the preparation and distribution of food. Women were checking on the members of their communities - who has not eaten and where they are - and they would stretch the food supply. One of the women leaders mentioned that they survived on peanuts and coconut for days, they stretched the supply so everyone will have something to eat.

We could be so obsessed with the cash economy, we are totally dependent on it. But in times of disaster, this will not matter, it may even crash, and we have to depend on each other's care to survive.

How do people cope with diminished livelihood? There were ‘cash for work’ projects initiated by humanitarian actors, like OXFAM. Some said that more women than men were engaged in cash for work at a certain period after the typhoon. The immediate task was debris clearing which required heavy physical labor, with associated risks involved, and so men would have been engaged as well. There were stories that because women were able to participate in cash for work, in some households, men had to take over the care work. The point here is that when we provide opportunities for women to earn, it is possible that men will share the responsibilities at home so they can have a go at it. And so, even in an emergency situation, we can look at providing opportunities for both women and men and look at sharing of responsibilities. With cash for work, the main objective is to inject cash into the market but at the same time, we can already contribute to reconfiguring the household.



WOMEN INVOLVED IN DIVERSE LIVELIHOODS

What we saw post-Yolanda is that men tended to return to familiar livelihoods such as fishing, carpentry, farming, wage work and the like, or they would shift to a different form of work within these familiar livelihood strategies. It is really what they did before, only with lower income and lesser opportunity. Women were engaged in various income generating efforts, with small returns but diverse as they needed to weave these into their daily household routine. Because income was not enough, the women would fill the gap with whatever income generating activity she could engage in. And these are the less dignified and less paid types of work such as doing other household's laundry, taking care of other women's children, being a household helper. Sometimes they migrate to the cities where work such as the above are more sought after.

In San Roque, there is a story of a woman who did the laundry for other households, including her own household's, and had a miscarriage. It was attributed to the hard work that she was doing. There is a quote from one Oxfam staff that I find interesting. She said:

“When we ask the women about their businesses, they laugh. They do not think of their income generating activities as ‘business’, They think that doing laundry is funny. This is an issue. Majority of the women do not think of their work as a small business. But when they list down their efforts, all of these come out and there are many!”

The women themselves do not recognise the productive work that they do although it is crucial to the household's needs, even before the typhoon.

Table 1. Value Chain Approach Assessment (Pre-Haiyan), Roles by Sex in Tacloban, Tanauan & Palo; from Fisheries Project Implementation Plan (2014), Rebuilding Fisheries Livelihood

| Activities | Male | Female |
|---------------------|------|--------|
| Fishing | 94% | 6% |
| Selling Fish | 10% | 90% |
| Processing Fish | 5% | 95% |
| Fish Drying | 20% | 80% |
| Repair (nets/boats) | 3% | 97% |
| Aquaculture | 60% | 40% |

Table 1 is done by the Oxfam Tacloban team. One can see how men and women participate in livelihood. There is a calendar of women's activities, the work that they do. There is also a similar calendar of activities and work done in Northern Cebu (Table 2). The conclusion is that women's work was substantial before the typhoon, and will still be crucial post-Yolanda. In the farming activities listed by women in Eastern Samar, one can also see the work that both women and men do (Table 3). This illustrates that women before the typhoon were very active in productive work, and they still are post-Yolanda.

| MONTH | WOMEN'S CALANDAR San Remegio, N. Cebu |
|-----------|--|
| January | Livestock Raising Fishing |
| February | Sell Rice/Bigas |
| March | Sell Livestock for Graduation, Garland Making & Selling, Mat Weaving & Selling |
| April | Fiesta Celebration- Work |
| May | Land Preparation, Apply Fertilizer, Harvest for Home Consumption Hog Raising |
| June | Apply fertilizer, Harvest for Home Consumption |
| July | Cleaning- Preparation for Harvest |
| August | Harvesting & Selling |
| September | Basket Weaving & Selling |
| October | Planting |
| November | Candle & Flowers (decoration) making & selling |
| December | Cooking delicacies, Making Decorations |

Table 2

| Task | Male | Female |
|----------------------------------|-------------------------------|----------------------|
| Clearing | 40% | 60% |
| Layout | 10% | 90% |
| Excavation | 50% | 50% |
| Fertilizer Application, Planting | 60% or far areas | 40% or near areas |
| Weeding, Fertilizer | 50% | 50% |
| Harvesting | Coconut, veggies, other crops | Veggies, other crops |
| Marketing | 30% | 70% |

Table 3

WOMEN ARE MORE INDEBTED

One other pattern that we gathered during the research is that women are more likely to be quite indebted, before the typhoon and even more after, compared to men.

QUEENIE'S STORY

Queenie is 64 years old from Barangay Pajo, Daanbantayan cares for 2 grandchildren. The mother, her daughter works in Cebu. She was able to put 1 daughter through college through debt. Even if she didn't have the means to, she promised her daughter that she will find ways. Queenie has borrowed from 15 (informal and formal) groups, a total of P200,000 to finance her daughter's education. Now that her daughter has been working for 2 years, they have been able to pay 9 out of the 15. "She is focused on paying the loans", she said as all of her daughter's salary are for loan payments. She said that she has become an expert in paying and rotating loans – even a "Diamond" member in one of the microfinance institutions. She said that she had to take out loans where the interest has increased three times, even paying interest rates higher than the principal amount.

Queenie took out a new loan to re-build their home after Yolanda. She said that the MFI she applied for liked the new concept of selling ornamental plants, so instead of sari-sari store, she is now managing this in addition to her other income-earning efforts.

Women are traditionally the ones expected to borrow money. And micro-finance institutions (MFIs) have built into this traditional role of women. Women were found to be more conscientious in keeping track of their loan and their payments. When we did the research, a lot of the women we talked to were heavily indebted.

Figure 1 Negative Coping Strategies



In Figure 1, some negative coping strategies are listed, where men are more likely to exhibit aggressive behaviour while women as victims of gender-based violence.

Table 4 VAWC cases in Tacloban and Leyte

| Service Providers | 2013 | 1st Quarter of 2014 |
|---|------------------|---------------------|
| Women's Shelter in Tacloban-Walk in Clients | 111 | 44 |
| Regional Shelter, Palo | 72 | 3 |
| Women and Children Protection Unit, EVRMC *Eastern Visayas Regional Medical Center | 203 *VAW only | 69 *VAW only |

The table on GBV and VAWC are based on cases in Tacloban and Palo, Leyte. In the first quarter of 2014, the number is already almost half of the total number of cases in 2013. This means that GBV is increasing, violence is increasing. But the challenge of reporting and getting the numbers right is still there.

CHILDREN ARE FORCED TO BECOME ADULTS

Children and adolescents are more likely to leave school post-Yolanda because they help in earning income for the household or family. They have less play. They do household work as well, especially the girls. Many opt to co-habit or to 'live-in' with a partner at an early age. This is already a trend in the country before Yolanda. There were some young people we talked to who said that they took the opportunity of relief assistance being provided. The shelter support, for example, is as an opportunity to live together, separate from their family. The WHO reported that adolescent pregnancy is at 12% in the Yolanda affected areas.

SHEENA'S STORY (CO-HABITING AS A MATTER OF SURVIVAL)

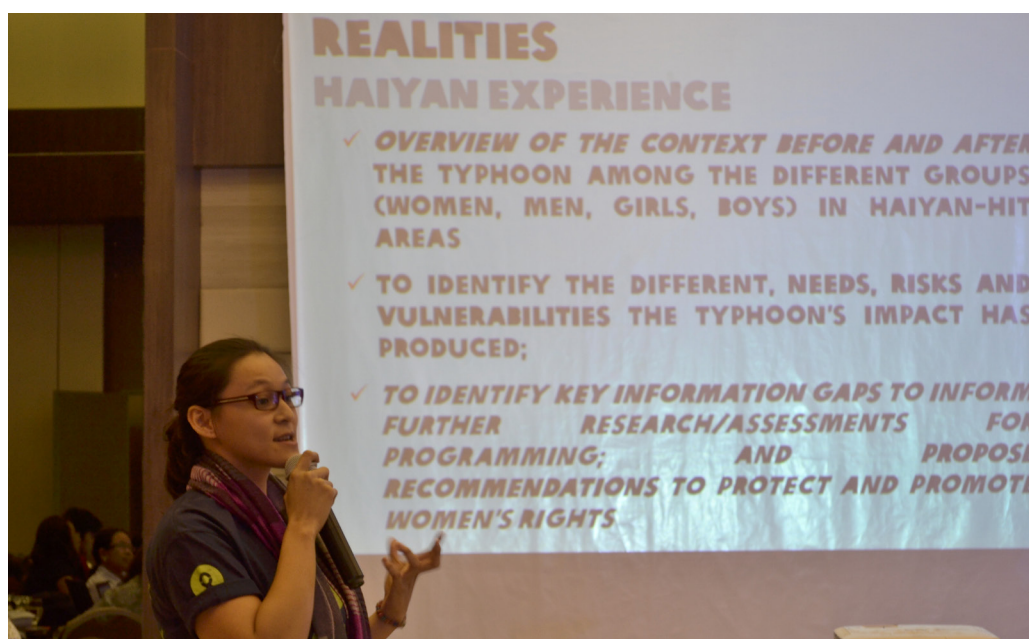
Sheena lived with her family. She has a mother and an elder sister. Her sister has three children. After the typhoon, the mother and her sister went to Manila and left her with the children to take care of. She was very scared that her mother will not come back. She decided to live with her new boyfriend to help with the responsibility. She could not imagine surviving with those three children. Entering into a live-in relationship with the boyfriend is a coping strategy for her.

GENDER EQUALITIES PERSIST AND INSIST

What I have shared are just snippets of the gender snapshot. The full research report is available. The point that I am making is that power structures have defined the context of the areas we studied. In times of disaster, gender as well as age define the impact it could have on people. Women, men, boys and girls experience different impacts because of these power structures and the roles and relationships that are borne out by these. I have also illustrated the survival and coping strategies of people after the typhoon and the risks they are exposed to. Gender defines the survival and the struggles of the people now.

When we were starting this research, I was having doubts. Is it really relevant to look into the gender aspects in such a situation? Is it really necessary in a disaster situation? But at the end of it, I and now you have seen how important it is to look at gender and the power structures because if we do not, we will not see the specific vulnerabilities and the opportunities for change.

“The point that I am making is that power structures have defined the context of the areas we studied. In times of disaster, gender as well as age define the impact it could have on people. Women, men, boys and girls experience different impacts because of these power structures and the roles and relationships that are borne out by these.”



B. GENDER IN EMERGENCIES: FROM BASIC TO TRANSFORMATIVE ACTIONS

Maria Libertad Dometita

Maria Libertad Dometita was Oxfam's Gender Officer for Eastern Samar from December 2013 to June 2014. Her presentation is about her experience as a Gender Officer, supporting Oxfam's emergency response in the areas of WASH and EFSVL. The key messages from her presentation: 1) that gender inequalities persist and can be magnified during disasters; 2) that women and men, girls and boys have different needs, capacities and contributions and that it is important to consider this in an emergency; 3) Oxfam's organisational policy and standards on gender mainstreaming in all programs (i.e. WASH, EFSVL) is an important foundation for all staff, because it forces us to institutionalise this in all actions; 4) to be able to address the needs of women, it is important to work with them on the ground to thoroughly understand their realities.

Dometita is now Oxfam's Haiyan Response Gender Coordinator, based in Tacloban City, supporting the programmes in Eastern Samar, Leyte and Northern Cebu.

Gender in emergencies, from the basics to transformative, what does this mean? From the presentation of the gender snapshot we have learned a lot. And the question was raised: is it really relevant to talk about Gender in an emergency context? That is the same question I was always asked when I joined the response in early December. That was still a very busy time. Some humanitarian workers would look at me so strangely, "What are you doing here in this response? It is too early for you to come!" Because we need speed in all these things. Do we really need to talk about gender when everyone is busy distributing so many things? Because we want to save lives!

But later, especially now that we have this "gender snapshot", we were able to validate that indeed, in the context of the Philippines, gender inequalities are persistent, they did not disappear because of Yolanda. It does not mean that when a disaster comes, everything has changed and everything will be going well and there would be no more inequalities. No. The gender snapshot is telling us that there are inequalities and these inequalities are magnified within disasters.

Humanitarian assistance is about protecting and saving lives, alleviating suffering, protecting the dignity of all people. But when we talk of "all people", if you have a gender

lens, this would mean women and men, girls and boys. If you do not have a gender lens, that is just “all people”. It automatically becomes generic, therefore the assistance becomes generic. But then when we put on the gender lens, we can see that people are not as similar and generic at all. Only then can we design and re-design the way we do this humanitarian assistance. We then achieve a lot when we pay attention to gender-based differences. As the presentation on the gender snapshot was showing us, even in the way men and women responded to the ‘arrival’ of Yolanda, the behaviors are so different that they actually led to different outcomes. In the study, there are more men who died, more than women. That death can be connected to the gender roles that men are playing because it is the men who do the protection in the Philippines context. Even when it is already Signal Number 4, they will stay there. “I will protect my house.” “I will protect my carabao.” “I will protect everything.” That is the role that men usually play and that leads to the statistics on mortality that we have.

So we have to pay attention to gender. We have to recognise the needs, the capacities, the contributions of women, girls, men and boys so that their differentiated needs are met. If we do not recognise the differences, then we do not design programs that would respond to differences in needs. We want both men and women to benefit from whatever assistance that we are giving and that neither of them will be put at further risk. Examples of risks that the gender snapshot has shown us is the likelihood of increase in teenage pregnancy, incidences of gender-based violence, more poverty, etc. As much as possible, because we are present on the ground, we are providing assistance, we are helping, we do not want to add to the risks.

“We have to recognise the needs, the capacities, the contributions of women and men, girls and boys so that their differentiated needs are met.”



GENDER MAINSTREAMING

What I will share is my own personal experience. The way that I have seen and worked, not just with Oxfam staff, but also other humanitarian workers. Being a gender officer was also a journey on my part, to work within a humanitarian intervention, pushing everyone to become more gender responsive in everything we do. For Oxfam it is very important that we do

gender mainstreaming in all our programs. Generally, we have two types of intervention: Water, Sanitation and Hygiene (WASH) and Emergency Food Security and Vulnerable Livelihood (EFSVL). These are the two major programs. How do we do gender mainstreaming along these two programs? We are doing as much as we can. We might be successful at

some but sometimes we are not that successful. But let us look at some of the things that we have done which we are proud to share with you.

For WASH, we need to ensure that basic infrastructure and services meet everyone's needs. The basic infrastructure during emergency is this beautiful, nice toilet bowl which is, more or less, semi-permanent compared to the very early on which is the temporary sanitary toilet. We look at the different needs of men, women, girls and boys in distributions. Whatever we distribute, whether it a hygiene kit, a malong, soap, cash, we ensure some standard operating procedures to consider vulnerable groups. This is simple, if you have this long queue during distribution, say you have one hundred individuals. Within that one hundred, you have one pregnant woman, one elderly, then you prioritise them. That is very basic. Sometimes it is so basic that people do not think it is important. But this would actually require a lot of sensitivity from those providing such assistance. I thought it was so basic that everyone is doing it but I have observed that not everyone is doing this. I am always telling my male colleagues, have you ever experienced being pregnant? Of course not. Try imagine carrying something in your tummy and then to have to stand for 2 hours in a distribution queue. That is common sense but, apparently, not so common to some.

When we talk about gender sensitivity, it is about ensuring privacy and safety. A toilet is a toilet. What do you do inside the toilet? Men and women will use it for basically the same purpose. But the way that it is used will be different between a female and male user. I have this very, very memorable discussion with some of our public health engineers in Oxfam, men and women. Earlier they put a temporary latrine using tarpaulin and plastic sheets. These were constructed in like two weeks after the typhoon. As fast as you can, you build something so that people can use it. But even with the necessary speed, if a person has a gender lens, he or she would always take into account privacy and safety. How can you ensure privacy if you are just using tarpaulin and plastic sheets? The male engineer said to me, "Huh? It is only very temporary." I said, "Alright then, between you and this female engineer, privacy is more important to whom? It is actually more important to women, they both said. That is already recognizing the difference. Second, if you have this plastic sheet, it is so easy to put a hole in the plastic sheet. That is already a problem of privacy – those peeping holes.

After that discussion, they re-designed. It was so funny because they started to talk to the women about all these things. When I was visiting on the ground, I saw some plastic sheets with flaglets. I asked why are there flaglets here? The women said they use these to plug holes. When the engineers put a space between two plastic sheets to separate the cubicles, that already answered the question of privacy. Because even if you make a hole, you would not be successful at peeping because there is that space. Simple things but it takes gender sensitivity.

You know all about the bunk houses. They are nicely constructed by the national government. But when we were looking at the different bunk houses, there were already issues in the housing structure. But other than the housing facility itself where there are rooms, spaces, and toilets, there is no laundry area and kitchen. It was not a priority for men - the kitchen and the laundry area. However temporary the structures are, they should ensure that the infrastructure and services are meeting the needs of women who, even after Yolanda, still have to do the laundry, have to cook. These work do not stop. How will they do it? They will still do it, they will find ways. But as humanitarian workers, who are providing something

for them, this is not something grand, These are simple structures, nothing that will cost millions. So you just put up these four pillars and roofing, there's already water, that will help a lot in terms of helping women's work. The distance to this facility is also important. For example, for lactating women or women with many young children, what they actually do is do everything at easy reach, in one space. The cooking pot, the child, the wash basin, etc - all items can be reached by just a turn. Because it is important for the women that at any time, they can shift work - the baby cries, the rice starts to boil, etc. Having access to services and facilities that would make their work easier will make their lives better. This is being gender responsive.

Women are the most motivated about WASH. When we talk about WASH, we talk about water, we talk about hygiene, we talk about taking baths, we talk about cleaning, we talk about sanitation, we talk about ensuring the children properly wash their hands before they eat, etc. When we talk about these things in the Philippines context, we are talking about women doing this particular job, ensuring that water is provided, everything is clean, children are not exposed to any particular disease, that they would not have diarrhea. If that is the context, how do we work with women on WASH so that we will also increase the sustainability of our outcomes. Women are the primary users and managers of WASH so they are well placed to be part of the planning, decision making and management. The question for all the different WASH actors, do we really engage with women to lead the planning, make the decisions and to manage WASH?

Equal involvement of women and men has been correlated with improved sustainability of WASH programs. For Oxfam, part of the strategy is to organise WASH committees at different levels. Whether it is a temporary resettlement site or a community, we ensure that WASH committees are organised. We even go further, at the municipal level, so that all our efforts are sustainable. Ownership will be higher. Within the WASH committee, we would really push for gender balance. In some, areas we are successful, in some areas we are not. When we talk about gender balance, we are saying that membership should be equal between women and men.

WOMEN'S GROUP AS HYGIENE PROMOTERS

In Eastern Samar, we were introduced to Abante Kababayan-an. They were organised in E. Samar post Yolanda. Most of the women were not part of any organisations before but because of Yolanda, an NGO came and started to talk to them about being organised. They organised themselves informally. Being organised, they were able to do a lot of things. For hygiene promotion, we do not even have to train these women. It is already something that they know. We do not have to convince them to use soap, wash their hands, etc. That is something we can do, work with women's groups on the ground. We do not need to create new groups. Women can be mobilised for any event promoting health.

Let us talk about the multiple burden of women. Yolanda did not stop women from doing all their tasks. They actually added more work to themselves. So how do we ease these burdens? How do we reduce the burden? Because they become barriers to mobility, to push

“Yolanda did not stop women from doing all their tasks. They actually added more work to themselves. So how do we ease these burdens? How do we reduce the burden?”

for economic activities, because they have to take care of the family, do housework, and more. Equal involvement of men and women has been correlated with effective cash transfer programs (CTP). For Oxfam, CTP is a key strategy to infuse money into the economy and giving the people the power to decide how to use this money instead of simply giving them items. That is the concept of the CTP. Cash-for-work or CfW is one of the forms of CTP. However, if we are not gender sensitive, it usually leads to identifying work that would involve mainly men. After Yolanda, debris-cleaning was the identified cash-for-work activity. To clear felled coconut trees, for example, one would

need chainsaw or manual saw. It would be the men who will be able to benefit from such a cash-for-work project.

We think of other ways so that both women and men will benefit. One respondent who we interviewed is a middle-aged man with 3 young kids. His wife left. He could not join the CfW because he was taking care of his children. We then decided to tell him that because of this situation he will be a recipient of another form of CTP, the Unconditional Cash Grant or UCG, that is given to individuals who cannot because of their situation participate in CfW. But the man said “I am able, I can work”. One of the Oxfam officers said we could organize child minding work and pay this person who will mind the children the same rate as CfW. That allowed us to respond to the need of the man, the opportunity to work, his pride was intact. At the same time, his children were cared for. And another individual earned from the child minding work.

Another form of CTP is “cash for learning”. In Eastern Samar, we did this, targeting women. Hopefully in the future we can use it more. Because it is difficult to think of work for women that will not compromise her responsibilities within the household. Women cannot go out of their house for long periods of time because they have to prepare food, do the laundry, they have young children that cannot be left at home, or because the type of work is hard labor. We can do cash-for-learning. Cash-for-learning could be about learning things they can use as they recover from the disaster. In Eastern Samar, for example, where farming or fishing is the main livelihood, learning non- farm based livelihood skills will be needed.

What we did in Eastern Samar is cash-for-learning focused on awareness raising and creative self-expression. We gathered women and conducted a music workshop to compose songs of their experiences post- Yolanda. We can design social sessions, to gather people together. This is not quite acceptable yet because people would question, “why do you have to pay them when they are just going to sing?” We have to pay so that they can participate in the CTP without sacrificing the care responsibilities they still have to do. The concept of the CTP is not really employment but to provide people with cash, infuse cash in the local economy. Considering the roles and needs of women, the benefits of CTP can be equally shared.

Women and men have livelihood needs. But when we look at this picture of a coconut farm without the gender lens, coconut farmers mean male farmers. If you ask the women, “are you a coconut farmer?”, the women would say, “no, I am not, My husband is a coconut



farmer.” When we ask them what they do, they would enumerate things that they do in the coconut farming system. Yet they will not consider themselves as coconut farmers. With that mindset, by the women themselves, if we do not have the gender lens, we would end up supporting livelihood based on the coconut industry which does not include the

women because they are not coconut farmers. There is a problem with that.

There may be other livelihood areas which are not male dominated. There was an area where nipa was one of the major, traditional livelihood. Nipa is used as a roofing material. We learned that this is a women-specific livelihood because it is the women doing the nipa weaving. There were also a lot of debris from the nipa swamps but most of the programs was focused on the coconut farms. Different plants that are raw materials for handicrafts are traditionally women controlled. We chose to support the nipa livelihood. We provided cash to women through the cash for work (CfW). We can help more if we support the nipa livelihood, so they can start nipa weaving again and they can connect to the market for shelter materials which are very much in demand. Again, the benefits of the CTP will have been equitably shared. There a lot of opportunities for us to advance gender equality even in the simple things that we do within our own program.

Oxfam provides hygiene kits. We really try to itemise the contents so that it will have something that addresses women and men, girls and boys’ hygiene needs. But we also talk about the needs of the pregnant and lactating women. Sure, they will get something from the generic hygiene kit but they will need more. What will they need? They will need diapers, they will need a bigger basin so they can safely wash their babies, and more. All these other things are not found in a generic hygiene kit. So we provided hygiene kits specifically for mothers with newborns. But how can we use this maternal hygiene kits also to improve women’s connection to health care services? In the context of many rural municipalities in the Philippines, there is a problem of high maternal mortality. If that is the context, how do we then contribute to reducing the maternal mortality rate? What we did was we linked the distribution of the maternal hygiene kits with pre-natal and post-natal care services. We introduced the women to the midwife and the reproductive health clinic. We are doing the same thing, distributing hygiene kits, but adding value and ensuring that we are advancing gender equality.

In WASH, we also engage in hygiene promotion. Most of the time the topic is handwashing and cleanliness. But there is a specific hygiene concern for women and girls - menstrual hygiene. It is not easy to talk about this. These are things we do not talk about in public. But we can do it. Why not? We can talk to girls, discuss the body, why is there such thing as menstruation, where is it coming from. When we did a focus group discussion on menstruation, we were so

surprised that even mothers in their forties do not know what menstruation is all about exactly. They just know it is happening to them. They call it “*maduming dugo*” or dirty blood. They do not even know why it is dirty. That is the misconception. So when we do the simple things like menstrual hygiene, we change the knowledge. They learn and unlearn a lot of things and that is also empowering them, learning about their bodies.

PROMOTING WOMEN'S LEADERSHIP

“We have to promote women’s leadership so that they can become leaders on their own, within their families, households and their communities.”

Another opportunity to advance gender equality is to promote women’s leadership. We are saying that women’s work is invisible, women are so busy doing a lot of volunteer work in the community, but they do not actually make decisions in the community. They just do the work. When decisions are being made, they are not empowered. We have to promote women’s leadership so that they can become leaders on their own, within their families, households and their communities. We can do this by organising them and supporting existing women’s groups. We provided opportunities for women to speak, to raise their voices. We celebrated the international day of women in Guian, the first time it is celebrated in this town. The women also guested in radio programs.

- Targeted Actions

We can also do targeted actions. Targeted action means that they may not exactly fit with what we are doing in WASH or EFSVL but we are guided by the context. If we see a need in the community then we have to do something about it – through partnering with other groups, or advocacy, or some other different ways. For example, as Oxfam we do not do a standalone GBV program. But we would want to reduce the incidence. We want to help communities understand it. We can support communities to understand and address the issue. We developed posters with different messages about Gender-based Violence, in Waray-Leyte, Waray-Samar and Cebuano.

In the Yolanda response, many of our colleagues were always talking to me about the LGBT phenomenon in our country. As Filipinos, it has become so common to see young boys who are already expressing identity as a gay person. My colleagues would ask me how can it seem to be accepted by the parents. From that lens, I started to look at whether there are specific LGBT issues in the context of Yolanda. And yes there are. In Oxfam, we would want to know more about this so that we can be more responsive. In the gender snapshot, it was not mentioned during the presentation, but there are small anecdotes about them, the different needs of LGBT in the community. They also have particular livelihood needs, they have protection issues. They did not demand for their own toilet. But they were not comfortable to use the ladies’ toilets. It is not because they are not allowed but they feel it is not accepted. They also do not want to use the toilet for men because they are not so clean and well-maintained. I think they managed to have an understanding with the community that they will use one particular cubicle and that if others would use it then they would have to abide by the rules for maintaining cleanliness.

On engaging men - we cannot really work for gender equality if we do not work with men, if we do not change men. That is something we can do as targeted action.

On reproductive health care - this is a big issue in the Philippines. We have seen the latest gender gap report where it said that the Philippines is a top ranking country in terms of gender equality but when we dissected the report, where we failed is in access to reproductive health care. We cannot call ourselves empowered if we do not have access to reproductive health. How can I be empowered as a woman if I do not have a say in the number of children that I will have; if I do not have a say in how many times and when should I get pregnant. This is another area for targeted action where other organizations are also working with even more ability.

GENDER POLICY

When I was starting with Oxfam as a gender officer, what helped me 'push' people and remind them is that we have a policy and minimum standards. If the organisation does not have this, who do we quote? We cannot quote the UN all the time. It has to be something coming from within the organisation. If it is not there, if it is not a written policy, it is so difficult for a staff, or a manager to push for these things. One thing that also facilitated my work is the "gender knowledge" in Oxfam. There are so many experiences from different countries, from different responses. There are so many experiences of different staff working for gender equality. These all add up to, not just the way we design our programs, but also to the confidence of staff pushing for gender equality.

- Internal practices

Yes we have a gender policy but we have to walk the talk. We have to look at the way we analyse things. Do we have the human resources, persons in charge, who can push for it, develop tools, monitor accountability of managers, etc. Because without the staff, who would push for this? We have to be sure that we are practicing what we said we would do on gender equality.

The continuing capacity development on gender capacity. There was a time in the Oxfam Yolanda Response that we had almost 500 staff. This was during the first few months – spread out to Northern Cebu, Eastern Samar and then Leyte. If we have 500 staff, how many would you think know about gender? Even if we say Oxfam is a gender sensitive and gender responsive organisation, how many of those 500 would be gender sensitive and responsive? The international staff, yes maybe they are trained. Many of the staff are locals, new graduates, with no idea about the word "gender". If that is the composition of the staff, we have to do capacity building within the organisation. We cannot just assume that things will work out when the staff are not capacitated.

WOMEN AS ACTIVE AGENTS

The one, big facilitating factor in our work is the women themselves. They have been active agents. We cannot push this as Oxfam if the women themselves do not see the problems. We have seen in so many ways how women will assert themselves. During the international

women's day celebration in Guiuan last March, the women had this idea of manicure-pedicure service during the day. Women were saying that "after so many months of Yolanda, of cleaning and cooking and everything, we want to look good, we want this one day of cleaning each other's nails!

THE CHALLENGES

"When we talk of gender in emergency, it is highly dependent on personal acceptance. Even if the organisation recognises it as an issue, if the personal acceptance is not there, it will not work."

When we talk of gender in emergency, it is highly dependent on personal acceptance. Even if the organisation recognises it as an issue, if the personal acceptance is not there, it will not work. And I am talking about the public health engineer, the IT officer, the sanitation inspector, the DSWD worker, a mayor. At the end of the day, if any of these persons do not do anything or will even resist, then the policy is ineffective. Are we as humanitarians capacitated to work on gender? Because I have met many staff who accept the policy and would want to implement it, but the question they have is "how do we do it?" This is where capacity building comes in.

Resistance - Resistance comes from different levels in different forms. One thing I always get is this: "The Philippines already have 'strong' women, there are even women barangay captains, why do we need gender in this work?" Is this resistance? To me, yes. Because it does not recognise the persistence of gender inequality in the Philippine context. Sure, Filipino women can wear anything but that does not mean that there is no inequality; that does not mean they are empowered. And because inequality is not something that can be readily seen, or does not literally translate to a particular situation, i.e., visible violence, this is difficult for others to understand gender issues – if the issues are not very visible. In the Philippine context, there are so many intimate gender issues.

Speed- Speed is always a priority during emergency. This is usually the concern. "We need speed, we need to deliver help, save lives..." Whose lives? Men and women. We cannot just save lives and pretend that everything is fine in terms of gender. But then I understand the need for speed as well. I come from a development background. Most of the time I have been involved in post emergency. I did not have experience in first phase emergency response when everything is moving fast. But then I realised that within this situation, I can also speak up.

In development work, we "think, plan, think, plan, then implement." The humanitarians would "implement, implement, implement, and yes, let us plan also." For us gender people who are more experienced in development, we also have to transform ourselves. We have to speed up, be critical thinkers, planners.

Scale versus retail - It is so difficult to scale up gender equality. How do we do that? You can scale up a distribution of hygiene kits - double the number or go to a new area. But when we talk about scaling up gender equality how do we really do that? In the humanitarian

context, scaling up is important, we want to reach and help as many people as we can. The window of opportunity and the scale of need is huge. I do not have a perfect answer to this but again, whether we do it at scale or at a good speed, we need to apply the gender lens and from there we can start to move on, think of ways to do it.

When it is not tangible. – It is so difficult to push for something that is not tangible. Something that we cannot count. How do you count women who were empowered? It is a challenge.

“EVERYDAY IS A BATTLE FOR A GENDER OFFICER”

This is the reality. We battle it out but in a way that we continue to be very nice, where we have to be smiling all the time. Because we have to push people to do things, not for us, not even for the organization, but it is really for the people who we should be serving, for women we need to support to overcome certain inequalities. I am not a WASH person, I do not understand about construction, but we have to mainstream gender in WASH. I have



to learn that. I do not understand the cash transfer program (CTP) because it has its own world. But I have to learn because I have to make sure that gender is mainstreamed in Emergency Food Security and Vulnerable Livelihood (EFSVL). I am an officer, but then I have to convince the manager, the team leader, I have to convince the locals. I have to convince the international staff who do not understand some of the Filipino context. I have to train those who have no idea what they are supposed to do on gender mainstreaming. I have to monitor. And then this phrase “to police”, which everyone hates. I still have to do police work, more of a detective work, because we want to ensure gender sensitivity and responsiveness. But “policing” in a way that you are not recognized as a police! Difficult. It is an everyday battle for a gender person to be in a context where your job is to ensure

that gendered programming and implementation is happening, and yet gender is seen as a burden, an additional task. When it is seen as not needed, when it is seen as exaggerated, or when the person or the staff have no idea what to do, or there is no capacity to do it. So we have to win a battle every day. Not just engage but be in the battle.

The greatest challenge is the one mentioned in the Gender Snapshot towards the end, where it discussed that power structure is intertwined with gender identities. In our society there is so much power differences. We have to fight power structures that make women “lesser” than men and other genders. This is the challenge. But even in small ways, we want to contribute.

THE CONCLUSION

“What I am saying is, gender cannot wait until a subsequent phase of the response. We could not delay it. If we fail to identify gender specific needs then women will find themselves with less time, less money, less resources. Power, insecurity and gender inequalities will be further perpetuated.”

What I am saying is, gender cannot wait until a subsequent phase of the response. We could not delay it. If we fail to identify gender specific needs then women will find themselves with less time, less money, less resources. Power, insecurity and gender inequalities will be further perpetuated. We can do something from the very foundational, basics, e.g., we disaggregate data that we gather by gender and age, we ensure that there is a gender induction for all staff, we apply gender standards, we ensure that men and women participate, safe programming, etc. And then we look at the context: is there high incidence of GBV? Are mothers dying from childbirth? Our partners and alliances, are they gender aware, gender sensitive, gender responsive? We look at the livelihood context of a specific community, what do women do, what do men do to make a living? And then we can move on to transformational actions where we look at changes in the policy, changes in the way we monitor and learn from these things, changes amongst men. Dealing with masculinity, eradicating or reducing barriers for women, transforming gender roles, supporting women and their organisations, making them leaders. All these have no specific phase. We can do something whether it is foundational or transformative. We do not say “oh because this is 2 hours after Yolanda, we only do the foundational. We cannot do transformative.” We can, at different levels. We build steps towards transformation. We can do it.

The question being asked of this forum is “how can humanitarian assistance ease women’s burdens, make relationships between women and men more equal, and enable women to decide and act on issues affecting them?” I hope some things have been answered. Because, yes, humanitarian assistance can ease women’s burden, it can make relationships between women and men more equal and enable women to decide and act on issues affecting them. Whether we are talking of simple hygiene kits, to changing relationships, we can do it in an emergency and the journey continues, from nothing, to the basics, to the transformational, from emergency to the development phase.



C. RELOCATION: SURFACING GENDERED DIMENSIONS

Rhoda Avila and Alison Kent

Rhoda Avila and Alison Kent presented the findings of the Oxfam paper on permanent relocation of thousands of Typhoon Yolanda survivors. In their presentation, several important points emerged. First is the need to ensure that women's rights are truly at the center of all resettlement efforts. Second, relocation planning must take into consideration livelihood opportunities and provision of basic services including provision of security and safety of women and girls against all forms of violence. Third, it is very important that information is accessible to the people, especially with regards to programs or activities that would affect them. For instance the people should be aware of the process and criteria of selection of beneficiaries to resettlement projects as well as the requirements needed to become beneficiaries. Fourth, targeted support for women must be provided. Finally, women should have equal access to housing, land and property rights as well as access to justice.

Typhoon Yolanda left 4 million homeless; many of them live by the sea. This presentation aims to share with you a quick background on the relocation processes, and the key findings of the Oxfam protection survey that we did in February and March this year, and then to also share some challenges on the issue of permanent relocation.

As we continue to engage affected communities since the release of the relocation paper in April this year, we see the need to better surface the voices of women and ensure that their rights are at the center of planning and implementation of all relocation processes.

The second part of the presentation includes our initial gender considerations, insights and questions with respect to 3 stages of the relocation process: (1) transitional shelter, (2) relocation planning and (3) permanent resettlement. We are hoping to use this forum as an opportunity to harness people's thinking on the topic and help us develop some guiding questions to move forward.

THE RIGHT TO MOVE? KEY FINDINGS FROM PROTECTION SURVEY

Prompted by this presidential announcement, local authorities embarked on a major permanent relocation process aimed at moving people away from coastal areas to safer and less disaster-prone sites.

In February and March of this year, Oxfam conducted a relocation survey in areas targeted for permanent relocation to understand the needs and perspectives of the affected communities. The results of this survey were consolidated into a briefing paper launched in April of this year. We are several months on from when the survey was conducted and many of the issues identified continue to persist, with very real implications on the livelihoods and well-being of the two hundred thousand (200,000) people targeted to be relocated.

Oxfam's survey findings include:



"According to survey, 49% of the respondents cited livelihoods opportunities as the most important criterion that authorities should consider in choosing a relocation site."

- Relocation planning must be taken into consideration as livelihood

According to survey, 49% of the respondents cited livelihoods opportunities as the most important criterion that authorities should consider in choosing a relocation site. Second, 31.8% cited safety from disaster hazards as most important and third, 12.8% identified the availability of basic services as their top concern.

As clearly put into words by our FGD participant, "We agreed to be relocated because we have no other choice, but there must be livelihoods given to us in the relocation site."

Last month we spoke with the community women of Barangay Agujo, Daanbantayan, Cebu. They cited safety as one of the major considerations in choosing a relocation site. These are the quotes directly from the women there:

One of them said, “I want a safe place where we can stay permanently and we can go back to the sea to continue our livelihoods.” Another one said, “I want a sturdier house to live in; a house where we can sleep even during a typhoon.” And the last one, “We do not own the land where our house is built. We can be evicted anytime the owner wants the land. We have no place to go anymore.” That FGD was conducted 2 days after Typhoon Glenda.

- Lack of meaningful consultation

Oxfam survey also showed that the rights of affected communities to access information and participate meaningfully in the planning and implementation of relocation process are not being met.

For relocation to be successful and durable, as well as truly voluntary, it is essential that people targeted for relocation are able to make informed and voluntary decisions. So this requires that they have access to all the necessary information as well as an understanding of the options available to them.

“For relocation to be successful and durable, as well as truly voluntary, it is essential that people targeted for relocation are able to make informed and voluntary decisions.”

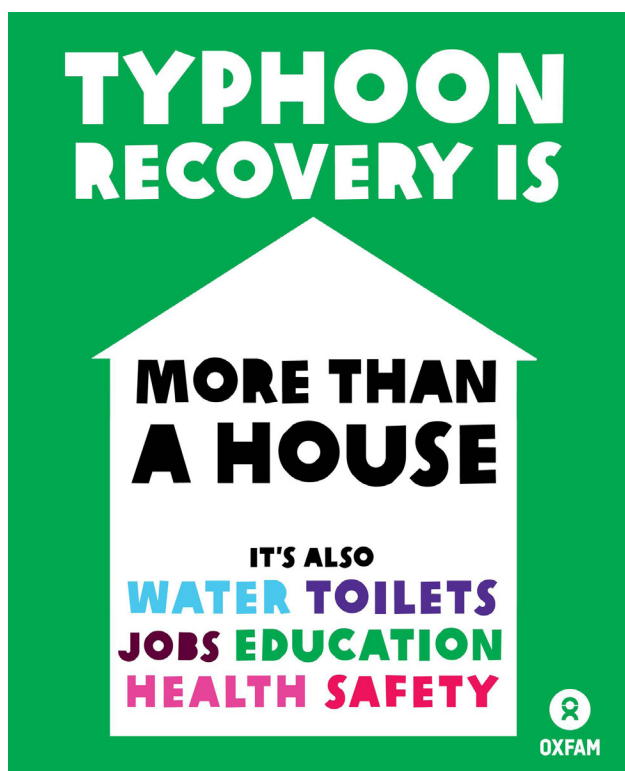
Despite the constitutional requirements of national and local government officials to meaningfully consult affected communities, only 7% of individuals interviewed by Oxfam at the time of the survey say they have been consulted by government officials. 93% of those interviewed said “No, we were not consulted.”

While more consultations have been happening over the past several months, focus groups with communities have indicated that such consultations are often more of a one-way sharing of information by government rather than a truly participatory dialogue where the concerns and priorities of the affected communities are taken into account in the planning process.

For individuals who have not yet been selected as beneficiary of permanent resettlement, even less information is available to them, leaving them unsure as to when and where resettlement will happen.

- Lack of clear beneficiary selection criteria

For those surveyed by Oxfam, they expressed a need for information regarding relocation: Where is the location, when is the relocation happening, who is the target population? However, there is continuing lack of clarity in many communities on who will be selected as beneficiaries of these resettlement projects. This lack of clarity regarding beneficiary



selection hinders people’s ability to adequately plan their lives.

According to a woman participant of the FGD in Daanbantayan, Cebu: “We do not know if we are selected as beneficiaries. The list was not disclosed. We learned that 2 families in our community were already selected as beneficiaries. The process and criteria for selection of beneficiaries was not discussed during the groundbreaking. We hope and pray that we will be selected.” What actually occurred in terms of beneficiary selection is that the names of potential beneficiaries are put inside a bowl and then the names drawn out from the bowl become the beneficiaries. So the woman said “we hope and pray that our names are inside (the bowl).” They do not know if their names are even inside the bowl.

While resettlement processes are moving forward in some areas where LGUs have been able to secure land, for many LGUs, the process stalled because of lack of available land, safe land, titled lands, lack of finances, lack of political will to acquire it. Nine months after Haiyan, thousands of men and women do not know if they will be resettled: when it will happen? where they will be resettled? They also do not know what this means for their livelihoods and the effect on their children.

According to government data, specifically from the government’s resettlement action plan, 205, 128 families living in unsafe zones along the 50 km typhoon path need to be relocated.

| PROVINCE/CITY/ MUNICIPALITY | Number of families in unsafe zones | No. of units to be generated (LGU land) | Balance net of LGU land |
|--------------------------------|------------------------------------|---|-------------------------|
| Tacloban City | 14,433 | 1,935 | 12,498 |
| Ormoc City | 1,419 | 240 | 1,179 |
| Guiuan, E Samar | 1,200 | 381 | 819 |
| Balangiga, E Samar | 460 | - | 460 |
| Sta. Fe, N Cebu | 2,305 | 394 | 1,911 |
| Madridejos, N. Cebu | 3,693 | - | 3,693 |

In the city of Tacloban alone, 14,433 families in unsafe areas need to be relocated. Out of the 14,000 families, only 1,935 housing units are already generated by the LGU leaving a huge balance of more than 12,000 housing units.

This data, however, needs to be validated on the ground during the project implementation. Based on the results of the ground validation, the resettlement requirements of cities and municipalities may still change.

As of July this year, there are six (6) ongoing housing projects that would generate a total of 2,721 housing units. Of this, only two hundred eighty-five (285) have been completed.

| Project Location | Units Started | Units Completed |
|--|---------------|-----------------|
| Region VII | | |
| Kapuso Village (Kawayan Ville Ph. 1), Tacloban City, Leyte | 347 | 153 |
| Kawayan Village Ph. 2, Tacloban City, Leyte | 190 | 5 |
| Prime Town Ph. 1, Brgy. Pago, Tanauan, Leyte | 822 | 127 |
| Kapuso Village-Palo, San Jose, Palo, Leyte | 171 | - |
| Region VI | | |
| Roxas City, Capiz | 896 | - |
| Dumangas, Iloilo | 295 | - |
| | 2,721 | 285 |

As the timeline for relocation become increasingly protracted, families will continue to live in limbo and often in inadequate shelter in unsafe areas.

SURFACING GENDER DIMENSIONS – SOME INITIAL CONSIDERATIONS AND QUESTIONS

We are in the very early stages of explicitly exploring the gender dimensions of the relocation processes. As such our presentation today is, unfortunately, few answers and more questions. We are hoping that discussions throughout the day can help us advance our thinking and inspire other people in this group to also take a stronger gender lens in any work in relation to resettlement processes.

We have just identified some initial gender considerations and questions with respect to the areas of transitional shelter, resettlement planning, and permanent resettlement sites.

- Transition Shelter

The provision of transitional shelters, which are largely in the form of “bunkhouses”, was

undertaken by the government as a means of decongesting evacuation centers in the aftermath of Yolanda and also to provide shelter to all families who were not able to return to their previous homes.

For a number of reasons, including in some cases a failure to meet some of the basic standards, “bunkhouses” often exposed underlying patterns of vulnerability. Women experienced very tangible protection issues in bunkhouses. This includes lack of privacy, inadequate water and sanitation facilities, and increasing incidence of Gender Based Violence (GBV). The latter is linked to the problem of inadequate lighting around the common latrines. Both the government and NGOs responded strongly to these concerns in the last few months such as the deployment of female police officers as well as the establishment of Women Friendly Spaces and the involvement of men and women in raising awareness about GBV.

“Women experienced very tangible protection issues in bunkhouses. This includes lack of privacy, inadequate water and sanitation facilities, and increasing incidence of Gender Based Violence (GBV).”

One result of these efforts has been the strong involvement of women, and this included women’s leadership in mechanisms such as WASH committees, GBV watch groups and women acting as head of blocks in transitional sites. This organising has provided opportunities for women’s voices to be heard, for greater engagement and for leadership in their communities. This is a positive step forward. Our question now is how do we maintain and maximise these leadership opportunities for women, not just in transitional sites but also as people move to permanent resettlement sites.

Other questions that we have are around:

1. How do we more effectively engage men and boys in addressing protection concerns faced by women, and ensure that men and boys are also promoting gender equality not just at transitional sites but also in permanent resettlement sites?

- Resettlement Planning

During our earlier research, men and women voiced similar but not identical priorities with respect to resettlement. Both men and women focus on the area of livelihoods as a primary concern. But women also often tend to mention and prioritise safety as well as access to basic services. Women who responded to our survey also expressed concerns about their ability to maintain social relationships with family and community once in permanent resettlement sites. The importance accorded to maintain proximity to their social networks reflects not just their social needs but also economic concerns. Women often rely on extended networks to help them on concerns like child care and this enables them to pursue other productive income-generating work outside the house.

These points should be taken into account and not just the very visible activities of primary income earners, which are often men. Women are engaged in a whole range of productive and care work both inside and outside their homes. Whether it is support for the capitalisation

for sari-sari stores, or identifying ways of reducing the burden of domestic work on women, these different activities really need to be taken into account. There should be targeted support to ensure that women's work is recognised more and fully valued.

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These points should be taken into account and not just the very visible activities of primary income earners, which are often men. Women are engaged in a whole range of productive and care work both inside and outside their homes. Whether it is support for the capitalisation for sari-sari stores, or identifying ways of reducing the burden of domestic work on women, these different activities really need to be taken into account. There should be targeted support to ensure that women's work is recognised more and fully valued.

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Another area to look at in resettlement planning is around the access to information. We found out during consultations that a critical concern identified by both men and women in the resettlement process was access to information. As the survey and FGD results have shown, affected women and men are clamoring for very basic information such as beneficiary selection, resettlement locations, timelines, access to livelihoods and basic services, and other range of issues and concerns.

Access to information is critical in decision-making as well as supporting a truly voluntary movement of people. We also know that information flow within a household reflects underlying power dynamics. And so, resettlement actors cannot simply assume that because one member of the household has information that this is necessarily shared to all members. Not all members will be able to participate in the decision-making processes. Here we can see opportunities for small steps to be taken to address this imbalance in terms of access to information. Things like ensuring that both husband and wife participate in “go and see” visits to resettlement sites is important rather than assume that the head of the household will go and inform the rest of the family based on what they see.

Some of our questions in this area include:

1. How can the diverse range of economic activities that women engage in be more fully reflected in livelihoods recovery support and planning for resettlements sites?

2. How can women's roles in both productive and care work be better supported through livelihoods planning for resettlement sites?

3. How can resettlement actors support both women and men to access information needed for resettlement decision-making?

- Permanent Resettlement

The permanent resettlement of the identified 200,000 households will have significant impacts on immediate and long term well-being. One concern that we have with respect to immediate well-being relates to the potential lack of access to livelihoods and basic services in those initial months after people have been transferred to resettlement sites. Hospitals and schools will need to be built, infrastructures will need to be established, that allow access to markets and critical services. It is not clear if all of the structures and institutions will be in place when people start to move. Findings of assessments in the immediate aftermath of Yolanda showed that women experienced increased workloads and vulnerability in the absence of basic services and livelihoods. I think it is fair to predict similar patterns in permanent resettlement in the absence of basic services and infrastructures.

Another immediate concern that we see are the requirements that some housing donors



are requiring from housing beneficiaries. Before beneficiaries can take over the possession of their homes, they have to meet certain requirements. And these requirements vary from donor to donor. For example, one donor is requiring each beneficiary to contribute 2,500 hours of 'sweat equity' before being granted possession of their homes. These kinds of requirements have very different impacts on men and women. Such

programmes must ensure that vulnerable groups are fully supported to fully engage and benefit and that the burdens of these requirements are equitably distributed among the members of the household.

Another area that we are looking at is with respect to tenurial rights. Based on the experience in Aceh during the Indian Ocean Tsunami (2004) and elsewhere, we know that women often face disproportionate barriers in accessing land after a conflict or disaster. Here in the Philippines, despite very progressive laws on land and property rights, we also know that women's ability to actually benefit from these laws remains limited. Based on estimates, only 11% of landowners in the country are women. Specific gender consideration needs to be taken into account in establishing tenurial rights in permanent resettlement sites. Again we need to ensure that housing donors are reminded that it should not be just having the head of household (often, this is male) sign on the housing contract, but rather both

husband and wife are recognised as co-owners of any property. In the long term, there is a risk that women's tenurial rights may be eroded. For instance, if a husband and wife are co-owners of a piece of land, when the husband passes away, the woman must go through the process of transferring the title to her sole ownership. This is a lengthy process, and involves lawyers and legal fees such that most women in rural and poor areas are not aware of the risk of dispossession that we may see in the coming years.

There is a need to ensure that men and women are granted equal housing, land and property rights now during the initial phase. Anticipate some of the potential risks in the coming years and ensure that proper mechanisms such as access to justice are put in place to support women's right to tenurial security in the long term.

The questions that we have in this area:

1. How do we support tenurial rights of women?
2. How to ensure that the initial absence of basic services does not disproportionately burden women?
3. How do we act to communicate and address some of those issues?

CONCLUSION AND CALL FOR DEVELOPMENT OF A GENDER AGENDA FOR RELOCATION



In conclusion, when we asked ourselves what are the gender dimensions of resettlement, we actually found quite a lot of concerns. There is a need to solidify our thinking in the coming years. We see that understanding of gendered dimensions and impacts of relocation processes are critical in ensuring that opportunities for the promotion of gender equality and the promotion of women's rights are really capitalised on. And by ensuring that women's rights are truly at the center of all resettlement efforts, there is a need to look at those opportunities for longer-term transformation in gender relationships.

Our final point is that the time to start doing this and the time to start a gender agenda for resettlement is now. Resettlement processes are already underway, 200 housing units were already built. 200, 000 more will be built over the coming years. There is a push to have all of the permanent resettlements done by

2016 ahead of the Presidential elections. We are already behind. We need to do more to ensure that gender considerations are at the forefront of the resettlements.

D. FROM DESPAIR TO HOPE: THE POWER OF WOMEN TO TRANSFORM PLACES OF DEVASTATION TO PLACES OF HOPE

Dr. Junice Melgar

Dr. Junice Melgar, Executive Director of LIKHAAN, shared their organisation's work with women in Eastern Samar. Likhaan's community organisers were able to immerse in the affected communities. They identified practical and strategic gender needs. They organised the communities, providing support through community education and awareness sessions on gender and disaster, reproductive health concerns, and violence against women, among others. Dr. Melgar also shared the success of the "women's garden" as a primary response to food insecurity. They were also able to conduct debriefing sessions for children and for women. Dr. Melgar identified the approach of 'community organising' as their primary strategy where they try to rebuild women's inner resources and capacity for social transformation. She said, "(the disaster) is not just an event that could multiply whatever inequalities that existed before, but, hopefully, could be a vehicle for transforming relationships there and, hopefully, in the development process."

Dr. Melgar believes that all disaster response programs should have a gender lens and it is very important to include the most vulnerable (including women and young people) in all of the development stages (from policy-making, monitoring and implementation). She also calls for a participatory approach in humanitarian response and development planning. She also strongly advocates the need to develop women's capacities and leadership and encourages INGOs and government alike to invest on women's empowerment programmes/projects for equitable, sustainable and transformative response.

HOW THE PROJECT WAS CONCEIVED

Likhaan has an on-going partnership with Oxfam on the campaign for Reproductive Health law. When Yolanda struck, I had a conversation with Jing Pura of Oxfam. We both wanted to find out exactly what were the immediate, practical gender needs of women in a disaster context. One of the very first things we realised was that a disaster situation is the worst time and the worst place to be pregnant. We put together a list for a pregnancy kit.

Likhaan also had an important resource that can be mobilised for the disaster. We have

community organisers that have actually encountered urban disasters such as fire and floods, though these were admittedly not on the same scale of the disaster that Eastern Samar women experienced. But our organisers have lived through and have organised their communities to overcome the disaster situation and we thought that they would be the best people to send to Eastern Samar.

Oxfam was coming from the expertise on WASH and violence against women. We were coming from poor communities that are going through a long development process and are overcoming disasters that strike from time to time. It is a great experiment, that was how we started. I am very glad that Oxfam supported experiments like this one.

THE ACTION



We sent a team of 12 veteran community organisers to Eastern Samar to provide immediate support in community rebuilding, on health concerns, as well as to find out what could be done under the circumstances, in terms of practical gender needs and long term strategic needs.

- Community Organising

We sent two batches of organisers. The first batch went in December to the neighboring

municipalities of Guiuan, Mercedes and Salcedo. The second batch went in February to revisit the first 3 municipalities and to reach out to four more, Quinapondan, Giporlos, Lawaan and Balangiga. In all, the team was able to provide support to seven municipalities, reaching a total of forty-two barangays.

- Situational Analysis and Community Education

We provided relief from the vantage point of health; health is the first thing we need to address. We provided medicine for the common cold and cough. We also provided contraceptives because many of the health units ran out of contraceptives. We distributed gas lamps and radios which were appreciated by the women. When they turned the radio on they said it was the first time they were connected with the rest of the world since Yolanda. We also sent books. What they loved and still use up to now is the book "Where Women Have No Doctor." It is a health book for grassroots leaders. We sent toys. We sent vegetable seeds. We also provided emotional and mental health help.

The organisers' first task was to undertake situational needs analysis. They went around the areas. They talked to the municipal and barangay leaders – key people were the social welfare officers, rural health unit doctors and health service providers, police officers,

municipal agriculturists, and others involved in community development.

After the situational analysis was planning the action. They identified community education sessions as critical in a disaster context. They discussed disaster and gender - what are the specific needs of women given the disaster context; what are the capacities that women can harness; how they can prepare themselves, prevent disaster. The community sessions also touched on reproductive health, violence against women, organising collective action. The women's space was not only about 'women-friendly space' but spaces where women can be safe and be in solidarity with other women; spaces where they can find their inner resources and maximise their capacities. That is our concept of women's space.

- Women's Garden

The women's garden is a response for the need for substantive food after being barraged by canned goods and noodles. Replanting coconut is out of the question because it will take years before you can reap the fruit. But vegetables can be harvested in three months time.

- Debriefing

We are community health workers. Our community organisers went to Eastern Samar to respond to the primary health needs, treat infections, deal with injuries, etc. A very important learning for us was that the women and children we were supporting in the communities were traumatised. The book 'Where Women Have No Doctor' included mental health response in a disaster situation so our health workers developed a module on debriefing to be part of the sessions. The organisers were able to facilitate sessions for children. We were not able to have debriefing sessions with the women but we recognise the need to include this, as a response to trauma.

- Establishing Partnerships and Linkages

We wanted women to develop partnerships with government. We are not always happy with government; we have a lot of critique. But wherever we are, in the cities or in the rural areas, we have to make sure that our governments work for us. If government was not responsive before, then perhaps women could take action about it.

WHAT THEY HOPE TO ACHIEVE

We focused on four things:

- To provide physical and psychological relief,
- To establish rapport with the communities
- To organise the communities for social transformation
- To build and strengthen the linkage between the communities and the local agencies

The first step was to provide physical and psychological relief. But this was also the

approach that built rapport with the community. Our approach is different, we did not bring a lot of relief goods/items, but what we had was time for them: time to understand, to help them deal with stress and boost their morale.

We established rapport through our work in addressing the practical safety needs. There were also reports of violence against women before and after the disaster. It was a good thing the police were there, listening to the women.

The bulk of our work is organising towards building women's inner resources and capacity for a very ambitious goal, that of 'social transformation'. The disaster situation is not just an event that could multiply whatever inequalities that existed before. It could, hopefully, be a vehicle also for transforming relationships that could lead to the development process.

And of course, we make sure that women are linked with all the local agencies that can help them.

FINDINGS IN THE FIELD

- Top down approach in humanitarian responses

The women described their situation as "the great deprivation". When we arrived there, we saw the people who lost their lifeblood: the coconut trees. There was no electricity, no food. They said they only have sardines for food. And because they were so dependent on the relief, the tendency was to treat them as passive recipients. It is really top-down. In the situation analysis, we found out that all the agencies there, whether national and international, were employing a top-down, dole-out approach. One of the barangay captains said, "*lista ng lista; tinatanong kung ano'ng problema; wala namang bumabalik sa amin kung anong solusyon nila sa mga pinapalista nila sa amin.*" (They always ask us to make a list of our problems. We just list them down, but nothing comes back to us in terms of solutions).

I think that it is a big violation. If you are there to help, the biggest mistake that you can do is reinforce the already top-down political situation there.

- Hidden discrimination of women by government officials

Some local government officials had a low regard towards the women. They said, "we are so surprised that the women are not lazy and they are not useless, after all". There is an underlying attitude here; a hidden discrimination of women. I think it is good that when we started to organise women, we are able to surface that kind of attitude existing before the disaster.

- Few organised communities

There were very few organised communities in Eastern Samar. I have always heard that Eastern Samar is a bastion of people power; that they have been organised for quite some time. There are organised rebel groups belonging to the New Peoples Army. And yet there is no organising for the practical needs, for survival.

- Inconsistencies in policies of different humanitarian agencies

Different agencies have different rehabilitation policies. For cash for work, for example, they have different criteria for selecting who can participate. Thus, people are confused. One of their comments is that the cash coming down is really limited and only given to a select group of people. They said, *“sinalanta kami lahat; pantay-pantay dapat ang cash for work; kinakalat para lahat makatanggap; hindi bale nang maliit ang matanggap, basta lahat makatanggap.”* (All of us were victims, therefore we should all be given something no matter how small. The important thing is we are given something). The Likhaan organisers actually found themselves sorting out these confusion and helping to explain.

We also discovered conflicts between and amongst the local government officials. Some had conflicts that are personal and political. Even thisthese had to be addressed by the organisers - to bridge the gap.

ENABLING FACTORS

We are very thankful for the enthusiasm of the community. We had very little relief goods with us and yet they warmly welcomed the non-material and organising support. They say that the one reason we were welcomed was that we were coming in ‘horizontally’, from the side. The community organisers lived in the community, with the people. There was no top down or hierarchical relationship between the organisers and the community people. The LGUs were also supportive. We received a lot of support from the Mayors and Baranggay Captains. Some lent us their tricycles. Some officials accompanied us to the communities and introduced us to the barangay officials. They also let us use their barangay hall.

WHAT WE ACHIEVED

In all, 2,517 education sessions were conducted; which may be considered modest in number. But we were able to organise women in all seven municipalities, reaching 3, 270. Of this number, about 2000 are already women leaders or have potential to be women leaders. For the women’s spaces, some of them were old barangay halls, some were lots that the barangay officials provided. The space could be anywhere: it is a space where you can gather together, you have privacy there, you can talk, you can do what you want. That to us is a space. It did not have to be a concrete, formal space. It is a functional space.

Then there are the women’s vegetable garden in all the 42 barangays we organised.

We provided primary health care to over 2,000 patients. 1,000 of these were reproductive health cases – those who are pregnant, those who needed contraceptives, those who consulted for suspected sexually transmitted infection. We linked with development partners. The local government officials are very important to us. We also linked with the Department of Health, Department of Agriculture, and the Department of Natural Resources because we are very interested that the women help out in the mangrove planting along the coast. And then of course we were happy that there were civil society organisations there.

DIFFICULTIES AND HINDRANCES

What hindered us were the damaged infrastructures. There were no cellphone lines, very limited transport (we would only take the tricycle), no electricity, and then at times, bad weather would stop organising completely.

WHAT HELPED US

What helped us is Oxfam's readiness to experiment. I think that this is so rare amongst the donors that we have met, and we have met so many. Thank you very much, you are truly one of a kind. I have mentioned our organisers who also come from the ranks of community women so they know how the women in Eastern Samar feel. The warm reception by women and their communities - we are fortunate that our relationship with the communities has lasted this long. We were there December, January, February and now, we have these friendships there. We have very supportive government officials. In this time of disaster no government official said that they do not have time for us. People were so welcoming and I think, maybe disaster does that to people.

RECOMMENDATIONS

For us, what was very helpful was a gender lens. I think all disaster response programmes should have a gender lens. And it should not even be a lens that you need to do when you are there or you that you still need to study in an academic way. Have a checklist of what expected gender needs are in a disaster and work from there. Identify practical and strategic needs. You can do this from experience. You do not need to make a big point of that. You do not need to belabor that during a disaster.

Develop women's capacities and leadership. Give time for women because women will give back more of their time. What women will give back is probably more than our investments in them.

Involve the most vulnerable, including women, including young people. We always forget them, the young girls and boys in policy development, monitoring and implementation. They are not just recipients. They are people. They have capacities. They have agencies.

Integrate disaster response to systems change so that it is not just dole out but becomes part of development. It becomes part of health systems change. We also need to know what our local government can do for us. Because we all have to make our governments work for us and hopefully the disaster is a stepping stone to that.

Invest, give funds and resources to women's empowerment because it is a critical element



to equitable, sustainable and transformative disaster response.

We need to do stress debriefing. We cannot undervalue the importance of stress debriefing. In the community education sessions, the women re-enacted what happened when Yolanda struck. All of them were crying. And then they demonstrated what they did to cope with the situation.

The community health workers in the barangays also helped a lot. This is a good thing. They are not doctors but these are trained community health workers that can do health check-ups.

Finally, we are optimistic and we are hoping that women will go forward from this tragedy to transform their communities.

E. OPEN FORUM

All the plenary presentations provided a comprehensive scenario of what has happened before and after Yolanda. This includes gender issues, the dynamics and relationships within the household and communities, existing economic structures and livelihood opportunities, as well as the intervention programmes after Yolanda.

Among the key points raised during the open forum is the need to strengthen community organisations. Organising is very important, especially if you belong to a vulnerable population. The indigenous women's group in Antique, for instance, were able to cope with the disaster because they were self-organised. Likewise, it is important for organisations to be registered as a legal entity so as to gain official recognition and solicit support.

Another critical point is the conduct of information and awareness raising on health, specifically on RH. People in the community still need more information on reproductive health, aspects of the RH law, patients' rights, the rights of women and the youth, and the emerging issue of teenage pregnancy and its risks. Equally important is the provision of livelihood opportunities that match skills and capacities of the people in the communities. Women and men in the affected communities are looking forward to livelihood programmes to rebuild a better future for their family. But they are hoping that these opportunities are matched with their skills and capacities so they will be able to sustain the livelihood.

It also important to work on women's empowerment and leadership for sustaining action and coordination in the community. The involvement of women local leaders in the community (i.e., trauma healing, assessment of gender needs) is very crucial and they are efficient in responding to the needs of the people and therefore needs to be sustained. One very specific suggestion was to localise this kind of forum so that the community can appreciate and realise the important role of women. Another response to the issue of sustainability was to tap the GAD focal system which should be present in all LGUs. The establishment and strengthening of the GAD focal system is mandated by the Magna Carta of Women, which helps to strengthen the participation of women not only in livelihood but also in conditions such as disasters.

One specific strategy that was also brought out in the discussion is the preparation of gender and disaster preparedness plan based on an assessment of vulnerabilities of all barangays, including how to address gender issues and integrate these in disaster response. Local governments can also partner with international development organisations that support orientation on disaster risk reduction plan. Utilisation of the 5% GAD budget for gender and disaster programmes is also one strategy. This can support gender concerns in evacuation centres such as separate toilets for women and men, facilities for pregnant women, among others. The GAD budget can also be tapped and utilised for capacity building involving women and supporting local programmes for women.

Women's empowerment at the local level will only be possible if women in the communities are engaged. One vulnerable group that is often neglected are the indigenous women (katutubong kababaihan) and the indigenous peoples, in general. There is not much support even from international agencies to reach the areas of the indigenous communities. Even in relief operations, the IPs already feel marginalised, excluded, and discriminated. The IPs often say, "kailangan ba talagang may mamatay pa sa amin bago umabot ang tulong sa amin?" (is it really necessary for people from our community to die before we can receive assistance?).

Finally, efforts of civil society organisations and international development agencies in humanitarian and development work were highly recognised. It is a challenge for everyone to ensure that gender issues and needs are integrated into humanitarian responses and development plans and that these are being addressed effectively.

PARALLEL SESSIONS

A. PROMOTING WOMEN LEADERSHIP IN TYPHOON HAIYAN RESPONSE

Joyce Laker



Ms. Laker's presentation dealt with a number of "C"s: celebrating women and the gains, challenges and critical consciousness

She highlighted several gains and successes in the Yolanda response as well as the remaining challenges including the lack of effective implementation of existing policies and mechanisms. Another terminology that she shared was 'critical consciousness' which is very important in mobilising both women and men for transformative change. She saw the need to engage the men in addressing multiple issues such as poverty, vulnerabilities, inequalities, and how these are exacerbated by big disasters such as Yolanda.

The session facilitator, Maricor Muzones, provided a synthesis of the session. There were a lot of issues that compelled the session participants to think and reflect on women leadership.

A lively engagement and rich exchange of views and opinions succeeded Ms. Laker's thought-inspiring presentation. One of the more prominent concerns which was brought to the group's attention several times was women's empowerment. Participants talked about the importance of opening spaces and opportunity for marginalised women, particularly the indigenous peoples and those in the rural communities, given that these groups are vulnerable because of the neglect of their rights and entitlements.

Recommendations from the group to address the issue included raising the critical awareness of, not only women, but also the local government units and law enforcers on the rights and entitlements of women, maximising existing Philippine laws and policies on rights of women through proper implementation, utilising the GAD budget to support women and gender equality initiatives, and collating data on women's experiences and gains. Ms. Laker recommended building on the strengths Filipino women already have, particularly on resilience, control over income management, and willingness to take on an active leadership role to expand initiatives on gender equality and women's empowerment.

Maricor Muzones introduced the resource person:

Joyce Laker is the Country Manager of ActionAid in the Philippines. ActionAid is based in Cebu City. Ms Laker is from Uganda. This is her fifth year with ActionAid. Prior to being Country Manager, she was Coordinator for Democratic Governance. She was deployed here in the Philippines to open the country programme and will continue until January of 2015. Her presentation will be based on ActionAid's experience in promoting women leadership in the Yolanda response.

PROMOTING WOMEN LEADERSHIP IN TYPHOON HAIYAN RESPONSE

Good morning. I am just going to walk you through ActionAid experiences in promoting women leadership in Yolanda. ActionAid did not have a country programme prior to Yolanda in the Philippines. We came because of ActionAid's commitment and mandate, which requires the organisation to respond to emergencies of large scale.

ActionAid has been in the Philippines since November 2013. We have been working with local organisations in the areas of Leyte, Samar, Northern Cebu and Panay islands. For us in ActionAid, women leadership is very crucial in the way that we work and we put it as a condition for our partnership with local partners. Here in the Philippines we recognise the magnitude of the impact on women. We also observe that there is very deep inequality between women and men, and in emergencies this is often exacerbated. The disproportional impact of Yolanda on women warrant that we need to push more in terms of the work we do. ActionAid has a very strong attention to work with women in emergencies.



ACTION TAKEN ON WOMEN'S CONCERNS

We identified organisations that we will work with and there are two types. There were the women's rights organisations such as Proyekto sa Kauswagan sa Katilingban (PKK) PKKK, LILAK. There were also those organisations that are not solely focused on women's rights, they are working on other issues, but they also promote gender equality.

We did a rapid assessment of the impact of Yolanda on women and also looked into the aspect of women's leadership and power relationships in Yolanda affected areas. From this we clearly found evidence for ActionAid's work to promote women leadership in the response.

We identified women facilitators and imparted them with skills, knowledge and access to information so that they can organise and mobilise women to participate in decision making at all processes of our planning and implementation of the response. Ideally, our focus on working with women does not mean to say that ActionAid does not work with men. But our priority is to work with women as an entry point to families as well as to emphasise that women can take an active role, be active agents, in all humanitarian work that we do.

We provided access to information We used transparency and other mechanisms to make women well informed in terms of what ActionAid and partners are going to provide. This is both for them to effectively take an active role but also for them to be able to hold ActionAid and partners accountable for quality humanitarian support. In most cases, we saw evidence where women were inquiring what it is that ActionAid and partners were doing and also complaining on the quality of work that we did at all levels.

We did a women-led response in terms of distribution of aid. Our forecast is that women leadership is beyond participation but more emphasis on control of resources in emergency response, on decision-making processes at all level of emergency response and early recovery. Women were taking an active role in identifying who should benefit and in women-led activities on exacting accountability and communicating with communities.

Again, the aspect of accountability is very critical for ActionAid and we emphasise this at all times. We ensure that women take leadership roles in all the committees. We establish or decide who should be in the procurement committee and this is, where women take leadership role in terms of deciding who supplies the shelter kits, looking at the quality and whether delivery from the suppliers is acceptable. There were situations when women actually rejected shelter kits from suppliers, and considered changing suppliers, which they eventually did.

The emphasis on women as entry point is very much linked to affected communities' access to information in an emergency response. We realise from the community structures how women in communities relate. When women have control and power over information, it actually makes information dissemination faster at all level of the emergency response. In our psychosocial support we trained groups of women that were able to promote psychosocial counselling in different areas. They were able to promote centers for women to be able to engage and have reflections about their situations.

“When women have control and power over information, it actually makes information dissemination faster at all level of the emergency response.”

— We extensively promoted ‘women collectors’ with our partners, most specifically PKKK and LILAK. The women collectors are taking lead roles in terms of organising and mobilising communities, in terms of recovery process, in terms of livelihood initiatives, in terms of accountability mechanisms, in terms ensuring that there is effective communication in communities, in terms that feedback from communities are actually taken back, in terms also that our support actually reach the most vulnerable communities. We have also promoted women leadership in cash for work, innovatively. Our emphasis is on open spaces for women to be able to gain income from cash for work and also for women to decide how they want the cash for work to be managed. If a woman decides that “okay, instead of me, it should be my husband that should be doing the cash for work”, we actually took that as a basis for programming. But that women should be the central point of that income that comes to the family.

WHAT DID WE HOPE TO ACHIEVE?

Again, for ActionAid, one of the most important aspects in our work is the recognition of the role of women in emergencies and humanitarian response. For us, it is very critical to recognise the burden of care that women have in emergencies. And we do visualise what we call the three Rs – recognize, reduce, redistribute. In ActionAid, we always ask: 1) is it possible to ensure that the burden of care during emergencies is recognised?; 2) can we explore possibilities to reduce the burden of care of women?; 3) can we ensure that there is a redistribution of the burden of care in all the programmes that we do at all levels? To a very large extent I say that this is an area where we are struggling as an organisation. One, because in most cases women themselves are not recognising the work they do as a burden. In the same way that when we talk to women in fishing communities, the concept of women as fisherfolk is not really recognised. I think this is a matter of ensuring and deepening our level of engagement and awareness not only with women, but with men and children as well, to recognise that there is actually burden of work and there is need for reduction or redistribution.

Another important aspect of what we wanted to achieve is for women to be as active agents and not simply as recipients of humanitarian aid. Being able to move women to a more strategic role or status. This means effective and accountable participation of women leaders, control over decision-making, control over resources, at all stages of our work.

“Another important aspect of what we wanted to achieve is for women to be active agents and not simply as recipients of humanitarian aid.”

The last one is around building resilience. Again, from our experience, we encounter people saying, “well, I think women in Yolanda affected areas are very resilient”. ActionAid went far beyond just conjecture and looked at the resilience that we saw and experienced as ActionAid, and the experience of our partners. Is it genuine resilience or because people in reality did not have choices and so they had to make do with the limited choices they had at that point in time? This enabled us to look at resilience from the perspective of the rights of people to actually rebuild their lives and have much more resilient livelihoods. Look at the opportunities and choices that people have and linking emergency response work to the broader aspect of poverty and politics as they exist in areas which are increasing the vulnerabilities of women and at the same time deepening poverty.

FINDINGS IN THE FIELD

In terms of what we found out in our engagement, again, we cannot underestimate the extent to which there has been a disproportionate impact of Yolanda on women. But also ensuring that our work in promoting women leadership does not in any way increase the burden of care because then, in our processes of empowering women, letting women take up leadership, what do we put in place to ensure that in the process there is no extraordinary increase in the burden of work that women do.

With the shifts in gender roles as a result of Yolanda, still, women were excluded from decision-making processes. The spaces that existed for decision making process, if we look at the barangay level, and within the humanitarian clusters at all levels, to a very large extent these are male dominated. To a very large extent, the voice and representation of women was still questionable. There is deeply rooted and silent inequalities which is often normalised and seen as usual. In many cases we heard women say, “okay, you know the challenges, God made it this way.” Society actually accepts the given situation without recognising that it is a situation of inequality.

There is under representation of women in barangay committees and city committees, where the government was directly involved in emergency response. Poverty among women has been deepened, with no source of income or alternatives for livelihood and very limited choices so that women can diversify their income sources.

Women have shown very good capacities in leadership, even though they started with very low capacities and there has been very limited space. The potential is there, the leaders are there. What we need to do is simply open the space, give them the information they require and be able to link them with opportunities and structures to really take an active role in the decisions that are being made. In most cases, male dominance in open spaces overshadows the roles and responsibilities of women to take up leadership role. There is very little value attached to women leadership simply because in humanitarian work, women leadership is being mainstreamed and there is no conscious, clear pathways in terms of what needs to be done, and how it should be done to be able to promote women leadership. Because of the fact that we need to be able to save lives, we need to be able to move faster, the issue of leadership is not really being problematised. It is a question of who gets what, when and what time, and so on. Without a pathway for promoting women leadership, it is very hard to sustain this process.

“In most cases, male dominance in open spaces overshadows the roles and responsibilities of women to take up leadership role. There is very little value attached to women leadership simply because in humanitarian work, women leadership is being mainstreamed and there is no conscious, clear pathways in terms of what needs to be done, and how it should be done to be able to promote women leadership.”

We also considered what other organisations have done and what the government has done. There has been a lot of initiatives targeting women. A lot of committees formed -, lesbian, gay, bisexual and transgender (LGBT) committees, women’s committees. I think what still needs to be done, if we are promoting women leadership, is we need to be conscious of the fact that the environment in which the women actually work may not necessarily be conducive for promoting women leadership. In some cases, the most vulnerable women who are really capable to take up leadership positions needs to get permission from their husbands to be able to take up leadership roles in all aspects. There is also an aspect of really understanding the potentials that exist in terms of how we can deepen women engagements at the higher levels, beyond just simply looking at the situational level. Whether we can open more spaces for women to lead at barangay level, municipal level, at provincial level. And not only within the government systems but in the different forums that actually look at communities, in terms of preparedness and emergency response.

WHAT DID YOU ACTUALLY ACHIEVE?

For ActionAid, what we celebrate and what we are really proud of is the success in terms of the leadership of women in emergency response. Women’s agency in terms of defining, in terms of planning, in terms of strategies, in terms of vision for their own resilience and the resilience of their families as well. We have seen very strong collectives and solidarities and planning across the experiences of women in leadership. We also celebrate the aspect that women have access to information now, and the very strong value they have in terms of the control over resources. Our experience shows that the control of resources that women seek is the control over income. We are celebrating that there is a recognition amongst the women that we worked with that it is not simply control over money, that there are much more resources that women need to have control of. We also celebrate the active agency of women in promoting accountability and communicating with communities, at different levels. We do see evidence now that the role of women leaders is recognised. We need to give much more, be able to deepen and give full recognition of the role of women. And also, translating this recognition to be able to reduce burden of care and redistribute care work.

“We are celebrating that there is a recognition amongst the women that we worked with that it is not simply control over money, that there are much more resources that women need to have control of. We also celebrate the active agency of women in promoting accountability and communicating with communities, at different levels.”

THE DIFFICULTIES AND HINDRANCES

One of the difficulties we met as I mentioned already is how can we ensure that when we are promoting women leadership, we do not increase the burden of care and do not lead to domestic violence. As women are being involved, as they are taking leadership roles, as they are taking control over resources, the men in society are beginning to question this. In some places where we went, the men are saying, “when we talk to ActionAid why should it be always about women?” This is a key challenge that we have.

Another difficulty is that, to some extent, some of the partners have not yet articulated very well why we should be promoting women leadership and what exactly it means when we promote women leadership. So to that extent, we feel that the idea that women leadership is a way of working, and not just simply a project, is lost along the way. Despite the fact that women leadership is a conditionality for funding, we have to continually remind the partners.

Another hindrance is that pre-existing, dominant patriarchal beliefs challenge the work we do on women leadership, women control over resources, and women as active agents. In some cases, it really leads to the exclusion of women in areas where we work. What really motivates us in terms of being able to achieve what we intended to achieve, what we wanted to achieve, is the principle of transparency and accountability. We openly discuss why we promote women leadership, with a clear understanding that promoting women leadership is not about the exclusion of men, but recognition of the inequalities that exist between men and women and the role that women actually play in emergency preparedness and recovery process. This also entails being able to tell what we exactly do, how do we do it and why we do it, and why it is important that we are able to have support from the society to be able to promote women leadership. Community feedback is also good because we get feedback in terms of the perception of men and the society about the promotion of women leadership. This allows us to be able to address the resentment around active agency and women leadership in all the areas where we work. I think we still have a long way to go. It is a process; a process which has a very positive vision, really celebrating women leadership in emergency response and preparedness.

RECOMMENDATIONS FOR FUTURE EMERGENCIES

From our perspective, we need to be able to deepen work around awareness on women leadership in emergencies but also building critical consciousness among women and men around the importance of actively promoting women leadership, women’s control over resources and decision making at all levels. We need to strengthen solidarity amongst women and be able to link women to spaces that exist that they can take an active role in decision making. Do a lot of mentoring, exchange programme, peer to peer support, so that the women who can actually lead but still do not feel confident to take up leadership role are able to learn from the experiences of their colleagues. We also need to integrate reflections around the burden of care, in all aspect of what we do on women leadership so that from there, we take the opportunity to build critical consciousness among women as well as men to be able to see the need for reduction and the redistribution of the burden of

care.

From a policy perspective, -while we have very good policies in the Philippines, we do see and recognise that these are not being implemented. And if they are not being implemented, they are not going to be a framework that we can use in terms of monitoring the extent to which they are translated to achieve gender equality and opening spaces for women to be involved. If we can institutionalise within government systems and mechanisms women leadership not just from the perspective of number of women who are in government. It is not about that. It is not a question of numbers, but being able to look at women leadership as a minimum standard that should be embraced, adopted and implemented at all levels of emergency response and preparedness. It is also about government adopting very clear accountability mechanisms, with conditionalities where these are needed, for local government units (LGUs) to promote women leadership at all levels.

Thank you very much.

OPEN FORUM

The comments, issues and concerns raised during the open forum focused on three important aspects (1) the enabling environment, (2) the challenges in promoting women's leadership, and (3) how to sustain these efforts.

An enabling environment is vital in advancing women's empowerment. It is important to have supportive policies and institutionally mainstreamed practices. The Philippines has very good laws on gender equality, the problem lies in the implementation. There was a call for civil society organisations and non government organisations to maximise Philippine laws in disaster and post disaster interventions. For instance, effective and good-quality programmes can be anchored from existing laws and policies including the preparedness measures in promoting (women) leadership, including how to increase women's awareness about their rights and entitlement enshrined in the laws.



Despite having very good laws on women's empowerment and gender equality, there are several challenges and gaps that we have to seriously take into consideration. The context of the Philippines, for instance, as a predominantly patriarchal society was underscored as an obstruction to gender equality. There are instances when local leaders themselves are unresponsive to gender concerns and issues that exacerbates women's vulnerabilities and their access and control of resources. There was also a question of whether women-led response had improved the pace of delivery of relief goods and humanitarian assistance or it just increase women's burden of work as well as incidences of GBV in the context of emergency response and rehabilitation. More specifically, the cash for work programmes can put women from the community at risk of gender based violence due to the power shifts within the household that this may cause. This is related to the difficulty in providing proper intervention and encouragement to women to take leadership positions when these women themselves are facing struggles within their community (i.e. reproductive health issues and sexual violence). Likewise, it is more complex to capacitate indigenous women not only because of accessibility issue but because it would mean dealing with another layer of discrimination.

Amidst these challenges, there are strategies to consider in sustaining the work for gender equality. One is to learn how to access monetary aid which is vital in promoting women's leadership in the local communities by making women's programmes and initiatives operational. A good start could be negotiating for the local community's right to access and utilise the GAD budget for the actualisation of women's projects and initiatives. Second is having sex-disaggregated data as critical part in devising Disaster Risk Reduction plans that will clearly identify that need for support for women and other marginalised groups after disasters. Third is to have consolidated data on women's experiences, gains and challenges especially from the perspective of rebuilding livelihoods and sub-governance damage assessment.

B. GBV INCIDENCE AND RESPONSES

Atty. Clara Rita Padilla

Atty. Clara Rita Padilla of EngenderRights, provided the context of Gender-Based Violence situation in the Philippines. It is already a problem prior to disasters, and it is even heightened after a disaster. There are a number of factors that contribute to the exacerbation of GBV. One of these is governance. incapable adequate Atty. Padilla highlighted the value of the GAD budget that government agencies (national and local) should set aside for gender related activities and programmes which could include establishment of VAW Desks, facilities for women, capacity building, and others.

Atty. Padilla emphasised that what is important is not just addressing GBV but more

importantly is its prevention. She also demonstrated the significant link between DRR and GBV - where a local system of DRR prepositioning and preparedness for any disaster can include GBV prevention.

Atty. Padilla also shared her organisation's experience in doing humanitarian response. They provided training for all-women watch groups and RH counselling. They were also actively involved in the GBV Sub-cluster and GBV NGO Consortium supported by UNFPA. They also pushed for the deployment of policewomen to lessen GBV incidences and prevent sexual assaults committed by peacekeepers.

For Atty. Padilla, both gender lens and safety lens must be in place in humanitarian response to address multiple vulnerabilities. There should be a functioning VAW Desk and GAD focal point system. There is also a need to engage the doctors and health workers in responding to VAW cases. Continuous capacity building, therefore, is needed for them, including RH counselling.

During the open forum, the participants raised the importance of having accurate data and information on incidence of GBV. Among the concerns with regard to this is the different data presented by various agencies such as the PCW, DILG and DSWD, and even the World Bank. It is a major concern of the participants that there is inadequate information and visibility about the issue of GBV. Information on incidence of GBV in the Philippines is key to calling the attention of human rights and women's rights stakeholders.

In relation to raising awareness and collating data on GBV cases, the participants also raised the need to build the capacity of local government officials to address incidences of GBV within their communities and the inclusion of anti-GBV initiatives in local budgets. Lastly, the participants also highlighted the issue of sustainability of GBV awareness raising training and translating these to action plans and implementation.

REAL ISSUES ON THE GROUND

In my personal experience, with all the organisations I have worked with in the past, I have never worked in Eastern Samar prior to Yolanda. In Tacloban, I remember we had a training several years ago for judges but we did not conduct paralegal trainings for community women and this is actually one of the concerns. It is unfortunate, that we went to these areas only because of the disaster. All of us should have worked in these areas in the past. When we arrived in the Yolanda-affected areas, I was surprised to discover that these areas were really disaster-prone. They are near the coast, vulnerable to storm surges with the topography making these areas disaster-prone.

It is very important to have both safety and gender lenses.

An issue which came up was the safety of the people in evacuation centers. According to some accounts, there were people who died in the evacuation centers due to storm surges. For those who survived, the first thing they sought were food and safe shelters. This made them vulnerable to rape and trafficking.

It is important to include discussions on disasters, risks, and vulnerabilities other than laws in paralegal trainings.

During discussions in paralegal training sessions, we discuss laws but we also need to talk about disasters, risks, and vulnerabilities. For example, we include in the discussions that dwellings should not be built on mangroves because of the risks and that mangroves are suitable for plants and fish fry.

Gender and governance. Eastern Samar is clearly falling behind with regard to gender-based violence (GBV) and disaster risk reduction. For the ten municipalities covered by our paralegal trainings, there were no functioning Violence Against Women (VAW) desks and no Gender and Development (GAD) focal persons. Eastern Samar is the only province in Eastern Samar that does not have a PNP Crime Laboratory. You will have to travel to another province to get to the nearest PNP Crime Laboratory. It will take hours to travel from Eastern Samar to Palo, Leyte. If you are assisting a victim of rape, it will take hours before one is able to bring them to Leyte. In some cases, victims of rape are discouraged from seeking medical assistance due to the length of distance they have to travel. In our experience, a victim from Quezon City will be unwilling to be brought to Police Station 10 or to the Philippine General Hospital (PGH), even Camp Crame, despite the short travel period. What more if you make the victim travel for 5 hours? Logistical needs such as money and food for travelling is also an issue in transporting victims. If there is already an issue with regard to transporting victims before a disaster, what more when the victim is from a disaster-stricken place?

Many local government officials in Eastern Samar admitted not being aware of the GAD budget and many LGUs admitted not having a GAD focal person. While some barangay officials mentioned there were VAW desks established before Yolanda, they admitted that these were no longer functioning at the time of Yolanda. During the trainings, we explained to the participants that if there are no complaints filed on GBV and there is a relative silence from the women in the communities, this may indicate that cases of GBV are not being reported, that some women victims are disempowered, and they lack knowledge about the multiple forms of violence. It is also possible that individuals are aware but do not approach the police. Why? Because they are unaware of the availability of services, or unaware of their rights, or that what they are experiencing is already a form of GBV.

ACTIONS TAKEN

- GBV sub-cluster meeting co-headed by UNFPA

Right after the storm, a GBV Sub-cluster meeting was held. This was organised by UNFPA, with the participation of other UN agencies, funders such as AusAid, international non-government organizations (INGOs) such as Oxfam and local NGOs. EnGendeRights pushed for the deployment of policewomen to reduce incidence of GBV and prevent sexual assaults that may be committed by security forces and peacekeepers. There are reports from the UN Special Rapporteur on VAW that there have been sexual assaults committed by peacekeepers in other humanitarian contexts.

The Philippine government responded by sending policewomen from nearby areas. If I am not mistaken, donors like AusAid committed to support the deployed policewomen. They actually stayed there from November to June. Several months after, these policewomen were still in the affected areas.

- Creation of a GBV -NGO Consortium supported by the UNFPA

The GBV NGO consortium was created to address GBV in selected areas in Leyte, Eastern Samar, Iloilo and Capiz with EnGendeRights as the convenor of the seven NGO members of the consortium and project holder for the Yolanda response under UNFPA. The seven members of the consortium are EnGendeRights, PKKK, WomanHealth Philippines, Women's Crisis Center, District 2 Kababaihan, Sarilaya and CATW-AP. The work of the GBV NGO Consortium is in collaboration with the Department of Social Welfare and Development (DSWD) and Plan International. DSWD was the agency that established the Women-Friendly Spaces (WFS) and trained the WFS Facilitators. Plan International was the organization that established the Child-Friendly Spaces (CFS).

- Provided trainings such as Paralegal Trainings, Trainers' Trainings

The members of the consortium conducted Paralegal Trainings, Anti-trafficking Trainings for LCAT-VAWC (Local Committee on Anti-Trafficking and Violence Against Women and Children). The consortium members also conducted Training of Trainers capacitating community members to conduct awareness-raising sessions on GBV and orienting them about the creation of Community GBV Watch Groups.

- Creating of all-women watch groups

These watch groups are all-women who were trained in gender sensitivity, GBV, and responding to GBV. The watch groups are composed of roving teams that conduct rounds in the communities. For them to be able to sustain this, we provided them with allowances. The locally-trained trainers conducted roll-out sessions on gender sensitivity and GBV prevention and response. All of the trainers were women but in the roll-out sessions there were sessions for men and boys. For women and girls, there were 12 sessions in a month for three months. For men and boys, we had four sessions conducted within a month for three months. In each of the 19 municipalities that we targeted, there is a community watch group doing rounds either on a daily basis or several times in a week.

We were able to reach as many as 30,000 through the roll-out sessions.

EnGendeRights conducted paralegal trainings with the objective of strengthening the referral mechanism for GBV cases where the importance of referring to psychologists/psychiatrists, medico-legal officers, police, lawyers was stressed. This is the opportunity where the role of barangay officials was stressed because of their crucial role in assisting GBV survivors.

- Call to establish VAW Desk and one stop crisis centers

EnGendeRights called for the establishment of the VAW Desk and one-stop shop crisis centers. And now, with the project, members of the consortium conducted VAW Desk trainings, particularly for barangays to create and strengthen their own VAW desk.

EnGendeRights also discussed success stories from other areas. And even with the paralegal training, we made it a point to tackle issues related to LGBT rights and sexism. We also engaged the doctors and health workers in responding to VAW cases including provision of post-abortion care. We stressed the importance of the need to change Philippine law to provide access to safe abortion for rape survivors especially during disasters when there are increased incidence of rape.

During the training with the local government service providers, EnGendeRights posed issues related to the establishment of barangay VAW desks and Women's Desks in every police precinct and the facilities of the VAW desks and PNP Women's Desks; the ratio of police precincts vis-à-vis barangays; the existence of crisis centers and shelters; the availability and accessibility of psychologists and psychiatrists. However, even in places such as Quezon City, access to psychologists and psychiatrists is a problem. I would know because I am part of the Quezon City Office of the Vice Mayor as a consultant. So if in Quezon City we have limitations, the rural provinces will have much more limitations. In Eastern Samar, they do not have psychologists or psychiatrists who would be available to conduct counselling for victims of gender-based violence. The Provincial Health Officer (PHO), if I am not mistaken is a psychiatrist but the PHO is already burdened with many functions. This is the same for many areas.

Transportation is very important because for a poor survivor to be able to file her complaint and to pursue her complaint, there must be free transportation. In Quezon City, the barangays have their utility vehicles to bring the survivors to the police station and to the hospital.

- Provision of RH counselling

In the EnGendeRights paralegal trainings, we also ask about availability of reproductive health (RH) counseling for GBV survivors.

KEY FINDINGS AND CONCERNS

- No functioning VAW Desks

At the time the EnGendeRights paralegal trainings were conducted in Eastern Samar, the ten municipalities reported that they have no VAW Desks, except for one municipality which mentioned they had established VAW Desks before Yolanda but that this was not functioning anymore. The participants committed to allocate funds for the establishment of VAW Desks and the appointment of GAD focal persons. This will be funded by the GAD budget.

- Need for gender focal persons in the Prosecutor's Office

EnGendeRights called for gender focal persons to be created at the municipal prosecutor's office because they are useful in handling VAW cases.

- Trafficking

One of the speakers of EnGendeRights said that, from their work in rescuing trafficked women and girls in Angeles, they found that many of the female adolescent victims of trafficking were from Eastern Samar.

When EnGendeRights assessed the root causes of trafficking in Eastern Samar, we noticed that there are very few public colleges. In the five and a half-hour stretch of travel from Tacloban to Borongan, Eastern Samar, they only have a few public colleges. We were also thinking that it was easy for the female adolescents to be trafficked because Quezon City was just one bus ride from Eastern Samar. And from Cubao, it is just another bus ride to Angeles.

IMPACT OF THE GBV NGO CONSORTIUM

The seven NGOs worked with 19 Yolanda-affected areas. The participants were empowered to conduct their own roll out sessions and watch groups were formed. We had difficulty in organising participants from quite a number of agencies and organisations and it is particularly difficult when there is no access to internet, no fax machines, no telephone lines. For EnGendeRights, we relied on the Philippine postal services and on local organisers. PKKK, Sarilaya and Pinasama/D2KA organised some of our training participants. We relied on our strong coordination and collaboration with these members of the consortium.

Some interventions on GBV focus on how to handle cases and how to counsel victims. But in the case of EnGendeRights, we start with discussions on human rights, because to prevent gender-based violence, we must talk about respect for human rights, including LGBT rights. There is discrimination and violence happening based on sexual orientation and gender preference.

RECOMMENDATIONS

The policewomen have been deployed in the disaster-affected areas from seven to nine months. They should have their own debriefing because they have been away from their regular post and families for months.

EnGendeRights recommends that since in the ten municipalities that attended our training, there was only one police precinct per municipality, we recommend that there will be more police precinct per barangay ratio with at least one policewoman assigned to the VAW Desk in each precinct. We recommend trainings on GBV prevention and response for the three branches of government, the police, NGOs, and communities. We also underscore the need for preparedness and pre-positioning including relief goods and deployment of policewomen and implementing safety measures for GBV prevention.

OPEN FORUM

Similar with the other sessions, the participants recognises the **importance of the GAD budget in the promotion and protection of women's rights**. The importance of having access to GAD was highlighted in the forum as a means to support projects on gender and development such the establishment of VAW desks, capacity building initiatives, facilities beneficial to women, etc. It was also emphasised that **preventing and reducing incidences of gender based violence is better than just responding to it**. It is paramount to maximise and implement policies and laws that the Philippines has in preventing GBV, such as the VAWC Law, Anti-Rape Law, Anti-Human Trafficking Law and others.

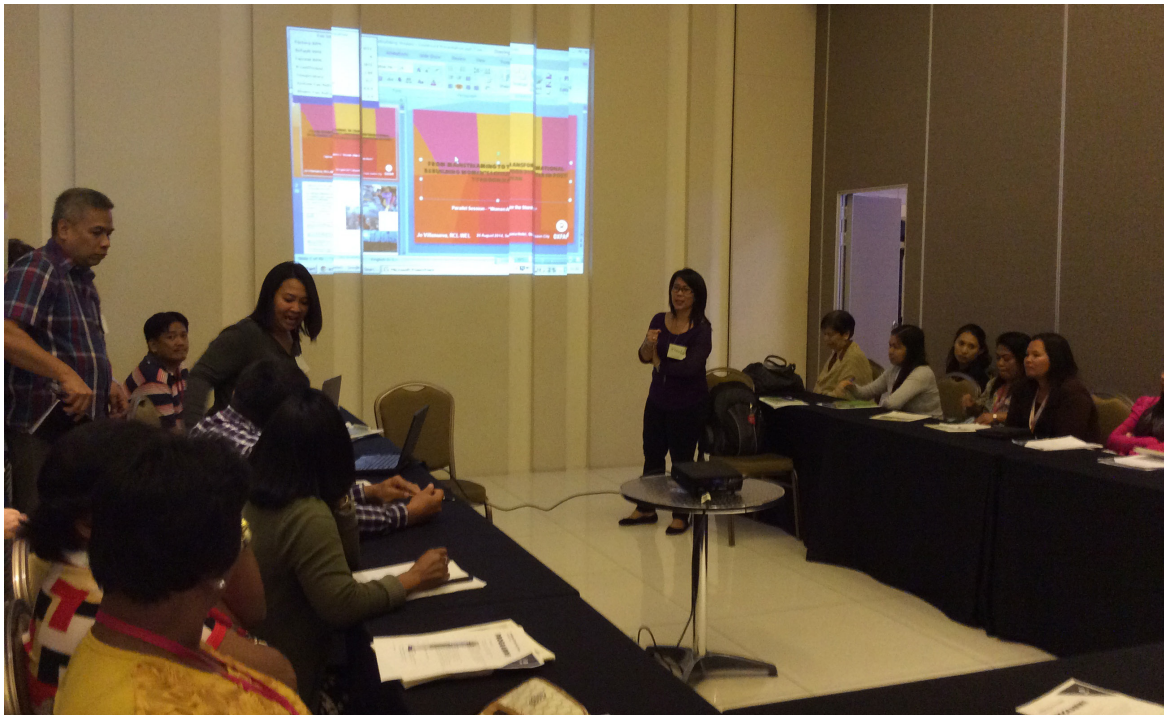
An issue which was also raised several times was regarding the **value of having well-founded data on incidences of GBV on the ground**. Participants report that not only is there lack of solid information on GBV cases but there is a discrepancy in the data presented by organisations compared to the reality happening on the ground. The importance of having data reflects proper recognition of the issue, instead of making it invisible. This will help to capture the attention of international and national organisations and government bodies that have both the mandate and the resources to address GBV.

Another concern that was raised was that GBV persists due to the lack of awareness of local officials on their roles and responsibilities in addressing the issue. Therefore, there is a strong need to **build capacities of local officials to respond to the issue of GBV**. Nonetheless, **sustaining anti-GBV initiatives must be beyond awareness training sessions** to the more serious prevention and implementation stage.

C. REBUILDING WOMEN'S LIVELIHOOD

Jocelyn Villanueva

Jocelyn Villanueva shared Oxfam's work in terms of looking into the impact of Yolanda on women's livelihood as well as on food security. Families have been relying mostly on relief goods. They are skipping meals, and becoming dependent on credit and other negative coping mechanism. The cash-for-work payments they got were used to pay off their debts, for example.



Other critical issues were surfaced in livelihoods assessment. Women are marginalised in livelihood and production systems. Women are generally engaged in the low-end part of the value chain and do not really have control over key livelihood assets. They are generally burdened with care work, have very limited decision-making powers, which then contribute to women's low self-esteem and low confidence in their capacity.

Ms. Villanueva, likewise, mentioned very important points – (1) the need to go beyond gender mainstreaming by increasing women's economic leadership; (2) conduct gendered market mapping to analyse the processes and requirements of the economic sector; (3) livelihood diversification as a strategy to build resilience and to address economic needs among vulnerable groups; (4) the need to organise women for enterprise, and, (5) for women to have access to technology and market.

The discussion during the open forum centered on the following issues: the effect of technology on women's livelihood; the need to empower women within the context of their livelihood; how humanitarian assistance/interventions and government initiatives can help women gain control over their lives.

Regarding technology, the primary concern was whether it eases women's burdens or it threatens their roles in the production process. According to some of the participants, technology does more harm than good. Other views also point out that sometimes, technology is wasted due to lack of skills and information on how to use the equipment. In connection with this, knowledge-building and skills training on livelihood management, marketing and entrepreneurial skills were recommended to further empower women in their chosen livelihood.

Lastly, the question on how stakeholders can assist women in gaining control over decisions and achieving gender equality through interventions was also raised. One of the participants asserted the importance of political will and governance in pushing for the concerns and

issues of women in municipal programmes and planning. Other participants highlighted the need to put women's issues at the core of humanitarian interventions so that these can be addressed and they can be released from the oppressive cycle of financial instability and lack of representation.

OXFAM'S HUMANITARIAN WORK

We have heard a lot about Oxfam's work on women's rights. Gender equality is a key theme in Oxfam's work, including in humanitarian work. At the outset of typhoon Yolanda, Oxfam responded, with the intention to put women's rights at the heart of the typhoon response. In the beginning, our team was doing a lot of life saving measures and into more pragmatic work of humanitarian response.

We are working in Northern Cebu, Eastern Samar, and in Leyte. We have field offices in these areas. Oxfam's humanitarian response includes what we call Emergency Food Security and Vulnerable Livelihood (EFSVL). This is basically an early phase response to address food security and at the same time forms part of the short-term strategy to rebuild livelihood.

IMPACT ON FOOD SECURITY

Our analysis on the impact of the disaster on food security.

- (1) The families are relying mostly on relief goods for survival.
- (2) Families were skipping meals, eating only once or twice a day.
- (3) Dependence on credit and other negative coping mechanism.
- (4) The cash for work payment are used to pay off debts.

And then there are also observations on assets that were damaged.

In the fisheries sector, loss of or damaged motorised and non-motorised boats, loss or damaged fishing gears, loss of capital for fish vending and fish processing. They also do seaweed farming and engaged in the rehabilitation of mangrove areas and managing fish sanctuaries.

In the agriculture sector, loss of harvest and seeds, damaged farm areas, loss of capital, lack of funds for relief. Affected also were the small businesses and enterprises, such as sari-sari stores. We also observed damaged shelter, lack of purchasing power, and market challenges because of the fluctuating market prices.

OXFAM'S INTERVENTIONS

- Cash Transfer Programme

Oxfam's key response on Emergency Food Security and Vulnerable Livelihoods (EFSVL) in

the first phase of emergency is Cash Transfer Programme (CTP) where cash assistance is provided to disaster affected people. There are two types - Unconditional Cash Grant (UCG) and Cash-for-work (CFW). For livelihoods recovery, Oxfam undertakes Cash for Asset Recovery. Oxfam teams established boat repair stations, carpentry shops, sawmills to process fallen coconut trees, supported recovery of fisheries-based livelihoods, seaweed farms, rice farms, and others.

- Policy work

Alongside programming on the ground we also engage in policy work on livelihoods. . We produced briefing papers such as “Rebuilding Better for Coconut Farmers”, “Rebuilding Community Fisheries”, and recently “The Right to Move”, on the issue of relocation. These briefing papers have contributed to the understanding of the implications Yolanda to different livelihood sectors.

- Research and platform building

We also supported a partner which is involved in research and platform building on social enterprise, the Institute of Social Entrepreneurship in Asia (ISEA). They are coming up with a reconstruction initiative through social enterprise. Social enterprises are pervasive in Eastern Visayas and they have an important role in rebuilding the livelihoods and the economy. The basic principle is that those that are affected need to be supported and those that are outside of the affected areas have the responsibility to help and to support. One of the findings of the ISEA research is that there are a lot of pre-enterprise level organisations. This means early stages of enterprise development, not yet institutionally strong so there is need for institutional development.

CRITICAL ISSUES

- Women are marginalised in livelihood and production systems

Critical issues from pre-Yolanda situation have an important bearing on rebuilding livelihoods. When I started looking into this, there was a dearth in terms of livelihood data. The gender statistics produced for Eastern Samar provided data on employment by nature of occupation but this is very general. In the sector of farming, forestry and fisheries, 12.7% would be women and 87.3% would be men. In white collar jobs, 74.9% would be women and 25.1% are men. In trading, 51.6% are women and 58.4 % are men. And in the services sector, 58% are women and 42% are men.

We know for a fact that there is high poverty incidence in most of the provinces in Eastern Visayas. And the bulk of the poor are in agriculture, forestry and fisheries sector. What does the data on livelihood tell us? I think in general we can say that women are not very visible in the agriculture, forestry and fisheries sector. In the areas that we visited and studied, the women we interviewed, most of them are actually engaged in farming and in fishing. In the statistics they are invisible. In addition to that, women are often marginalised in the production system because they are considered as family labor. They may not be the one that goes to the sea and directly engage in fishing but they are the ones who wake up early to the things needed - meals, gears, etc. The women do not consider this as their

livelihood. It is just part of helping out in the family livelihood. They do not have a status as independent producer, economic actor or enterprise leader.

- Women are generally engaged in the lower part of the value chain and do not have control over key assets

Women in the poor agriculture, forestry, fisheries sector are generally engaged in the lower part of the value chain. We located women as part of the producers. They may not entirely be in charge of the planting, but they help in the seeding, in harvesting, etc. When you use the value chain approach and look up where are they, they would be at the bottom. We know what it means if you are at the lower part of the chain, you get the lowest value. What type of income do women? It is subsistence level for most part. Women in this sector, I would like to qualify, also lack control over key assets.

- Women are generally burdened with care work

I think this was highlighted in the earlier sessions. There is time poverty because women juggle their tasks and part of their coping mechanism is they adjust their time. They would wake up as early as 2 am or 4 am. It is worth noting how long do they sleep compared to other members of their family.

- Women have limited decision-making powers

Limited mobility was already mentioned and distinct attitudes and beliefs. Women are very visible in the community but in terms of decision making, in terms of role, it would still be in the traditional way. A woman's place is in the home. This is generally accepted in a community. The women themselves even believe that there is "men's work" and that women primarily take care of the children.

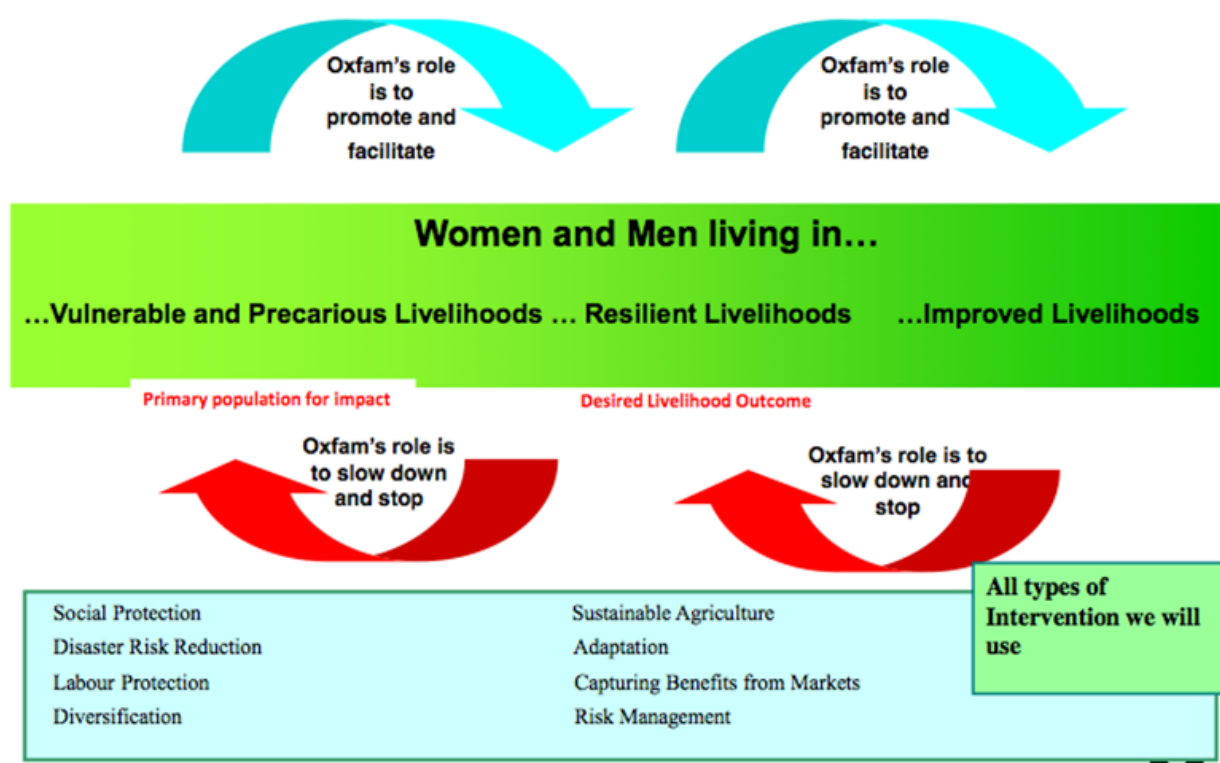
- Women have low self esteem and low confidence in their capacity

Last December, I went around and had the opportunity to talk to several women. What I noticed is when you ask them about their skills or level of education, they would say they do not have skills or they did not have education. Their self-esteem and confidence and belief in their capacity is very low.

OXFAM'S LIVELIHOOD FRAMEWORK

In Oxfam we try to think and do things differently. What are the implications of doing it differently in livelihoods? We are very certain that when we think about livelihood or rebuilding livelihood, it is not just going back to what they lost. Because what they lost may not be good for them. In fact many of the livelihood that are in progress are very dependent on credit. They are heavily indebted. This cycle of indebtedness result to a situation where they do not have regular income anymore. They are being asked to pay their debt regularly but their livelihoods are not regular, so that is a problem. Some of the women would cope by taking out loan to pay their existing loan. Unless we change the situation, we are not going to make any difference.

Improving Resilience and Increasing Opportunities for Upward Mobility



When we talk about livelihood, it is a continuum. On the left side, these would be our short-term livelihood interventions. But we need to move up. We need to continue to move and not slide back. Rebuilding women's livelihood has become very important for us. One of the things we do is for women to be informed about livelihood risks so they can prepare. I think this early it is really important to think about how are we going to help them protect their livelihood, particularly livelihood that are very vulnerable.

At different stages in the continuum there would be different types of interventions. From short-term support such as cash-for-work, cash for asset recovery, we towards medium to longer-term livelihood, which requires a certain level of analysis and different interventions.

"Overall, as an approach to rebuilding better livelihoods, building resilience is an outcome. It is embedded in our overall livelihood approach. We look at vulnerabilities and risks, based on geography and also based on unequal power relations and inequality."

Oxfam is very deliberate in bringing together short-term response and long-term development approaches. We try to understand what the people are doing on the ground, we develop our analysis, so that when we move towards the long-term intervention, we would come up with more appropriate and responsive livelihood strategies.

Focusing on women. This is an important clarification. We say “rebuilding women’s livelihood”. Does this mean Oxfam will work with women only? No. Focusing on women’s livelihood does not mean working with women only or with women’s groups only. Oxfam works with women and men but it is looking at livelihood where women can also benefit and where there will be opportunities for them. This requires a certain kind of analysis of the type of livelihood, studying the market, how we can structure the livelihood and the market so that there would be opportunities for women.

We also adhere to safe programming, meaning reducing risks of gender-based violence and reducing vulnerability.

WHY IS OXFAM SO KEEN ON WOMEN'S LIVELIHOOD?

Livelihood is a complex issue and it is interlinked with different issues such as land, relocation. This is why we need to have careful analysis to understand the complexity and come up with solution.

“We have a strong commitment to put women’s rights at the heart of our livelihood work.”

The destruction of livelihood is one of the most pressing issues after typhoon Yolanda. Those of us who are working on gender, we know that gender differences in power relationships are important in analysis, planning and implementing interventions. I also pointed out earlier about the critical issues. We also believe in ‘efficiency’, that when you support women’s engagement in livelihood, it will contribute to elimination of their vulnerability to different forms of violence and abuse, both in the immediate and for the longer term.. These are some of the things that have been discussed earlier about our commitment to positive change in attitudes and beliefs and in policy.

You have been hearing about the responsibility of ‘care’. We are also becoming more definite on the need to really engage in the care economy. We recognise that there are inequalities at the household level but what are we doing to address it? We can actually address it through what we call careful analysis of the care economy, looking at care work at the household level and its implications on women’s livelihood.

“When we talk about livelihood of women, it is not just about women’s productive activities. There are barriers at the household level that women need to overcome so that they can effectively take part in livelihood.”

Across Oxfam programmes in Asia, we have experiences in doing sustainable and resilient livelihood. For example, in Bangladesh, the challenge they are facing is land for agriculture. In one of the livelihood areas where Oxfam developed resilient livelihood, they can only plant and make use of their land for only 6 months in a year. But surprisingly they were able to set up a market-based livelihood and they are able to set up a small women-led enterprise. For me, that is really inspiring. I am really confident that we can also make a difference here.

STRATEGIES FOR REBUILDING WOMEN'S LIVELIHOOD

- Going beyond gender mainstreaming, increasing women's economic leadership

Gender mainstreaming is fine, we need to do that. It is important to do that. But the reality is that women need support to be able to catch up. We need to level the playing field. How do we do that? This means focused support to women in livelihood interventions.

Aside from getting women to participate, we provide opportunities for them to be leaders. Some of the indicators that we have identified are: 1) for women to have power or voice in decision making; 2) for women to have access to resources and to have control over it; 3) for women to have substantive income. A lot of the livelihood that women have do not really yield substantive income. For example, providing manicure/pedicure service, this is not really livelihood. Livelihood is where income is substantive to the family which allows them to save and allows them to buy something for themselves. For example, the women in livelihood programmes we support in Mindanao, they are very happy that they can buy Avon products, they have extra income to pamper themselves. I think it is important to consider

"In the context of Yolanda affected livelihood, moving from short-term to long-term strategies requires an integrated approach. We need to increase women's economic leadership but we also do not forget food security."

the kind of income that a livelihood would yield for them.

It is really important to think first of the issue of food security and simultaneously advocating for change in the market system. We need to ensure sustainable social enterprises and programme development that incorporates risk analysis into the strategy. This is the kind of integrated programming that we envisage to do when we think about doing it differently and better.

- Gendered market mapping

We have this methodology called gendered market mapping. It is a gendered market research approach because it is not just analysing the market. First we identify the economic sub-sector which we want to engage. For example, in fisheries we know that there are dif-

ferent value chains. There is fishing, food processing, etc. It also requires different levels of analysis to study the market. There are also different profit margins. We have to compare which chain yields bigger margins.

We set criteria when selecting a particular sub-sector. These would be 1) market variability; 2) profitability or profit margin; 3) width of the market; 4) would it work for women. That is the particular value added in analysing and in selecting what kind of product, commodity, or sub sector we are going to focus on. And then we advice the community how they can actually accomplish it.

Studying the market alone is not enough. We need to consider the barriers for women. Some of you may have experience in the process of market mapping. When we did the market mapping research in Yolanda affected areas, we commissioned a market specialist to go around and look at the different livelihood and provide advice on what would be viable livelihood options for women.

In terms of the methodology, we use focus group discussion (FGD) and interviews with the different market players. The FGDs were conducted mostly with the women because in the previous research the women were not the focus, they were overlooked. We also held multi-stakeholder workshops where we gather the relevant market players - sellers, private sector, public sector, etc. We did this in Leyte (Tacloban and Ormoc) and in Northern Cebu.

The tool that we used to analyse what will work for women is the 24-hour clock. It is a quick look at women's work in a day. It is not an in-depth analysis but it will provide a lot of information and insights about what women do in terms of productive and care work, their livelihood activities.

If we do the usual livelihood assessment, for example in the fisheries sector, work that will be mentioned would be . Women in this sector wake up as early as 2 in the morning. But fishing directly lout at a, other work. T have . T aand betterunderstand what women do. This is why we do a . This is what we try to find out in the 24-hour clock.

This tool gives us an idea of how women are using their time. It also brings surprising revelations. For example, women in Northern Cebu are generally not into capture fishing but their knowledge of the variety of fishing gears, the variety of fish species, market prices, will show that they actually take charge. They know everything about fisheries.

The other tool that we use would be the value chain analysis. We used it for the vegetable sub-sector. We also used it for poultry and swine. We looked at hindering and enabling factors, who are the key market players, what are the available market services, is transport available, is there access to credit, etc. Then we do business planning.

FINDINGS AND PROGRAMME RECOMMENDATIONS

- Need to scale up livelihood by increasing the volume of production and have women control their produce

There are different approaches to scale up but each will have significant implications to women's participation. Increasing the volume of production so that they can bring the produce outside of the household and to the market will have implications. This can be a local market or they could also go to markets outside of their municipality. But there is another consideration. Producers cannot achieve scale if they work individually. This is why organising is important. Producers also need to be able to have control of their produce in order to negotiate higher value and receive better benefits.

- Organising women leadership for enterprise

Organising for enterprise development is not exactly the same as organising a social development organisation. One of the common pitfalls of unsuccessful community based enterprises or associations intending to do business is selecting leaders with the appropriate skills. In community organisations we elect leaders. But in a business, you select leaders who have the right competencies.

- Research in the fisheries sector

Finding the nuances in the fisheries sector would help to focus livelihood intervention. If we do not conduct research about fishing methods, we could just do blanket distribution of fishing gears and that would be it. There are, however, different types of gears, different times of the day for catching different species, and different pricing for different species. The fisherfolk can actually make use of information to help them decide which method will lead to more income. Those who are supporting intervention will also need to look at the long-term picture of the fisheries sector.

- Livelihood diversification

Resilience of livelihood of vulnerable groups can be achieved by diversifying livelihood strategies. We also need to understand more about what we mean by diversification. There is the so called horizontal diversification, vertical diversification, forward and backward linkages, etc. Coconut was the dominant cash crop in Samar and Leyte. Most of the land is used just for coconut. Many people are dependent on just this one crop. We can rebuild the coconut industry but we need to promote diversification, such as multiple cropping or intercropping. Because it will take time to rehabilitate the coconut farms. People can start planting other crops. There are short term crops that can provide immediate income of food. There are also medium-term crops. Coconut is a long-term crop – you have to wait 5 to 7 years before it bears fruit. Studies show that there are crops which are suitable for intercropping with coconut. But we also need to match which crops to cultivate with the facilities available and the market for it. We still need to conduct analysis before selecting crops. But that is basically the idea of horizontal diversification.

Vertical diversification refers to households diversifying their income sources. In reality we already have for example fishers that are also carpenters. People are already engaged in different types of work because they know that if they would just rely on one income source, it is not really substantial. Vertical diversification can work if they have options and if they can improve their skills and therefore their wages or fees.

Forward and backward integration are also forms of diversification. An example of this would be establishing a vegetable nursery and selling to vegetable farmers. Another example is that we can sell not just fresh vegetables, we can process vegetables. In the market study that we did there is actually potential for Eastern Samar and Leyte. Fisheries is one of the recommendations in supporting for women and technology upgrade in fish processing is one intervention. In all areas, women are engaged in raising. We found out that swine and poultry are actually for them. If crops fail, they have swine and chicken to sell. There is huge potential in agriculture and aquasilviculture.

In agriculture, horizontal diversification with coconut farming and vegetable farming is possible, short-term to long-term intercropping. The forward and backward integration could be vegetable nursery and wheat crops. In Tacloban, vegetables are expensive. These come from Cebu and Mindanao. From Tacloban, vegetables are taken to Eastern Samar. And then vegetables traded in Samar go back to Tacloban at much higher prices. The local vegetable market is not that competitive because imported vegetables are cheaper. There is a huge potential for marketing organic vegetables in Eastern Visayas if we can market it as a healthier option than the pesticide laden vegetables from Mindanao.

We studied the market and there is a need to do better in production because at the moment it is not organised. There is also the existing problem that farms have not been completely cleared of debris. They still need to do clearing.

There are many more specific recommendations for livelihood in the research that was commissioned by Oxfam in April this year.

FACTORS TO CONSIDER WHEN DIVERSIFYING LIVELIHOOD

Some factors to consider when diversifying livelihood to build resilience: (1) recovery time; (2) different production cycles - production programming that match production cycles of sectors; and (3) spreading the risks among stakeholders. There are different ways, such as insurance. At the moment, all the risks are shouldered by the farmers. But there are many more that are likely to work. It is a matter of negotiation - sharing the burden of loss, creative arrangements in partnerships.

This is where collaboration with the LGU is important. I think it is important to leverage the support of different stakeholders. Earlier I mentioned that the LGU in Cebu invested on technology upgrade through the support of DOST but this information is not known by farmers and fishers. Another issue is the cost of money. This is not just an issue for finance institutions and actuaries but also for livelihood planners. We found out that women have access to financial services, in fact they are the target of microfinance institutions (MFIs) because they have a good track record in paying. They try everything to be able to pay. But many financial services are not matched with the capacity to pay of women farmers or fishers. It is also expensive for them. The interest rates can go as high as 36% to 50%. It is cheaper to get a loan from banks but these do not cater to farmers. If there is a guarantee fund, a back-up resource, banks may provide loan to farmers. This is an advocacy for microfinance to innovate and customize loans depending on the livelihood. For example,

if it is vegetable farmers, the cycle is three months. You harvest, sell and earn after three months. But the MFIs require all to pay weekly. There are initial recommendations around financial services policy. This is also relevant for those who will be relocated because many financial institutions would not provide loans if you do not have secure tenure. So as earlier shared by Rhoda Avila and Alison Kent on relocation, the whole gamut of issues around livelihood will need to be integrated in the relocation plan.

There is also the negotiation about whether the coconut tenant farmers will be allowed by the landowners to plant vegetables or other crops for intercropping with coconut. Negotiation for women's access to production assets, land, input, and other market services also needs to happen. There are interesting models of access to productive assets in controlled areas, such as coastal areas, which women are using for livelihood.

Ensure social protection for the most vulnerable women. Safety nets are important. The DSWD has programmes which can be accessed.

It is also important to include women's work and roles in any economic analysis that we do. Any livelihood intervention should consider women's contribution.

Advocacy on public finance, public investment on women's economic empowerment. Oxfam has started to support gender responsive budgeting. Also, private investments. This is still vague, we still have to work it out whether it could be viable.

OPEN FORUM

One of the more frequently raised issue during the open forum was the **impact of technology on women's roles in livelihood and how they can have access to this technology**. While some were concerned whether its presence has displaced or decreased women's roles in livelihood making processes; others were more optimist to engage and acquire new knowledge and skills not only for women but for the community at large. They believe that participating in technology training including entrepreneurial skills, women will gain more confidence and capacity to sell their produce. Aside from capacity building, an **introduction of alternative economic policies** in all rehabilitation and livelihood recovery programs can help ensure food security; and this can only be possible if there is a political will to support and include women in governance program and services for the advancement of women's empowerment. Another area of concern was **ensuring women's financial security**; more specifically breaking the cycle of indebtedness where women are most trapped in.

The discussion on women's participation in livelihood boils down again to the long time discourse about women's role in society. While the women may have significant control over decisions concerning the family and livelihood processes within the community, this pow-

er often does not extend to higher echelons of society (i.e. baranggay, municipality etc.) Hence, there is a need to **take specific measures and alter certain practices in order to help women advance their exercise of power and decision-making** to such political platforms.

D. RH ISSUES AND CONCERNS

Angelito Umali

Dr. Angelito Umali talked about reproductive health issues and concerns during emergencies as well as interventions post Haiyan. Reproductive health is not just about maternal and child health, nor is it just about family planning or use of condoms. It is more encompassing and includes all of the above as well as prevention/management of STI/HIV/AIDs, prevention and management of abortion complications (PMAC), adolescent reproductive health, prevention and management of breast and reproductive tract cancers, prevention and management of infertility, men's reproductive health, education and counselling, prevention and management of violence against women (VAW). He emphasised that reproductive health is both a human right and a bio-psychosocial health need.

Dr. Umali said that RH services need to continue and in fact are all the more important during a crisis because of the risk of sexual violence during social instability, STD/HIV transmission in areas of high population density, risks of unplanned pregnancy due to lack of family planning, malnutrition and epidemics of pregnancy complications, and risk of maternal death due to lack of access to comprehensive emergency obstetric.



The presenter also shared the intervention programmes UNFPA is engaged with, including the constraining as well as facilitating factors in the implementation. Specifically on the constraining factors, he identified the flow of information from national, to regional to local not being channeled consistently. There were incidences of delay in shipment of supplies and equipment; and some supplies are not locally appropriate. There was scarcity of medical personnel in the aftermath as most are victims themselves. Operational standards are also missing. Sustaining the programmes is difficult due to lack of permanent structures and accessibility.

During the open forum, the importance of managing the distribution of humanitarian assistance such that all disaster affected areas are reached was raised. This can be achieved through improved coordination and communication among humanitarian agencies, government, and local and international non-government organisations. Several participants mentioned that there were areas which did not receive adequate assistance, resulting to an unequal distribution of relief and services. Dr. Umali acknowledged the limitations of the organisations in reaching out to all Haiyan affected areas, which he attributed to the humanitarian organisations being obligated to conduct situational assessments and analysis before providing assistance resulting to these organisations having the same target beneficiaries.

Increasing teenage pregnancy in the context of post-disaster situations (and also, as a general trend even outside of disasters) was also highlighted. Participants recommended adjusting technicalities within policies that prevent this issue from being addressed. Two key recommendations are one, a wider age group of young adolescents should be included in targeting, and the other is including “teenage pregnancy” as a major issue for this age group and not just sexually transmitted infection (STIs).

The speaker acknowledged that while there are many areas for improvement with regard to the Philippines’ disaster risk management, the country has also achieved victories and progress such as moving on from a reactionary/response-only approach to disaster and is now moving forward to adopting a preparedness approach. To achieve more progress, Dr. Umali encouraged everyone to work together and not place most of the burden on the government. He added that at the end of the day, the struggles and challenges faced during the provision of humanitarian assistance to the victims of disaster is worth it due to the number of lives that would have been saved by such efforts.

DEFINING RH

First let us define Reproductive Health. We all know that reproductive health has been a topic of major debates for the past fifteen or seventeen years as it is one of the most divisive issue in the country. But we will not talk about the RH law, instead we are going to talk about RH programming in the context of humanitarian emergencies. In defining Reproductive Health, the International Conference on Population and Development (ICPD) defines it as:

“A state of complete physical, mental and social well-being and not merely the absence of disease or infirmity, in all matters relating to the reproductive system and to its functions and processes.

Reproductive health therefore implies that people are able to have a satisfying and safe sex life and that they have the capability to reproduce and the freedom to decide if, when and how often to do so. It also includes sexual health, the purpose of which is the enhancement of life and personal relations.”

The definition is somewhat synonymous with the definition of health, with just a particular emphasis on all matters related to the reproductive system. But if there is anything that we would like to highlight, it is that it is not only biological, it is also mental and psychosocial. So it is not enough to look for pregnant and lactating mothers in evacuation centers and provide medical services. We also have to see the psychosocial impact of the disaster on our different target populations.

While UNFPA has the over-all mandate on assisting the government on Reproductive Health programming, it is actually the Department of Health (DOH) that defined the ten elements of Reproductive Health in the country. Whenever we do training and we ask the participants what comes to mind about RH, most of the participants would say family planning, condoms, and to an extent, maternal health. These are just some of the elements of RH.

RH ISSUES IN EMERGENCIES

How do we go about programming these elements of RH in times of emergencies? It is technically different because in an emergency situation, for example, we cannot really discuss much about prevention and management of infertility, nobody would listen to you. There are some aspects of RH programming that gets prioritized in an emergency context.

Now, why is RH important in a crisis? All of us in this plenary know that RH is a human right as well as a bio-psychosocial need.

In normal situations, the RH issues are there. But during emergency situations the same issues become more pronounced. The very nature of an emergency has a lot of negative impact on reproductive health programming.

INCREASE IN RATE OF SEXUAL VIOLENCE

One of the most compelling reasons for RH services in times of emergency is that the rate of sexual violence increases because of the social instability that follows a disaster. If you recall what happened in Tacloban right after Haiyan, there was a general breakdown of the law - there was looting and there were also reports of sexual violence. If you recall also the Zamboanga crisis, in the evacuation center, at the grandstand, that hosted around seventy thousand (70,000) people, there were a lot of reported cases of sexual violence, not only against girls, but also against boys.

INCREASE OF STI/HIV TRANSMISSION

Sexually transmitted infections and human immunodeficiency virus (STI/ HIV) transmission increases in areas of high population density. For those who are in the medical field, we know that STD/HIV thrives in areas with high population density. Where people move from one place to another, you do not always personally know the person you are engaging with. Times of social instability are high risk factors for the transmission of STI/HIV. For example, in Zamboanga there was a term “bagsak presyo” or “deflated/slashed prices” used among the affected population who are engaged in sex work. The “bagsak presyo” rate was ten pesos for sex. Do you think that in this situation it would come to their mind to use protection? They will never know who amongst them is already infected of STI/HIV. Condoms would be lifesaving in this situation.

UNPLANNED PREGNANCY

The lack of access to family planning increases risks associated with unplanned pregnancy. We can say that at the height of any disaster, the last thing that couples will have in mind during emergency situations is to do ‘family planning’. Given in a flood situation, saving their supplies of pills or the condoms would not come to mind. In an emergency situation, it would be difficult for them to have access to family planning supplies. In times of socioeconomic difficulties, the last thing you would want is an unplanned pregnancy.

PREGNANCY COMPLICATIONS DUE TO MALNUTRITION AND EPIDEMICS

Malnutrition and epidemics increase risks of pregnancy complications. One of the major issue in an emergency situation is food. But we do not see that different people have different nutritional needs.

In an evacuation center, when relief goods are handed out, what are being given? Noodles, rice, canned goods.

The next day, it will be the same set. Some days there may be monggo or beans, which is good.

We know that there are special nutritional requirements for pregnant and lactating mothers. And it usually never gets prioritized in times of emergencies.

We are moving forward in the advocacy for this, but it is still a long way. We are promoting having separate food packs for the general population and for pregnant and lactating mothers.

CHILDBIRTH OCCURS ON THE WAYSIDE DURING POPULATION MOVEMENTS

A pregnant woman cannot choose a specific day or time for childbirth. Actually, what usually happens is she will probably deliver at unholy hours or very late in the evening. Given the emergency situation, it really becomes stressful to pregnant women, and this could result to premature delivery. We have done a lot of medical missions and a good percentage of this would be prenatal examination. Many of the women we attend for prenatal examination do not know their expected date of birth. There was one case where a pregnant woman came to the medical mission and she was already in the early stages of labor. In the past 3 years that we have done medical missions, at least 2 or 3 gave birth in our vehicle on the way to the hospital.

MATERNAL DEATHS

Lack of access to emergency obstetric care increases the risk of maternal death. The Millenium Development Goal (MDG) 5 – reducing maternal mortality – is said to be one of the least likely to be achieved in the Philippines.

There is a prevailing belief in the Philippines that if you are pregnant, you can consider yourself having one foot already in the grave. While it is known that there are pregnancies that are categorized as high risk, it has now become a programmatic policy in the Department of Health considering all pregnancy as high risk. For those who do not know, pregnancy complications is one of the highest killer of women in the world. The top leading causes of death of pregnant women is bleeding. We all know that there is a certain percentage of blood loss during pregnancy. During emergencies there is limited access to blood banks. The second leading cause is due to hypertension/ eclampsia/ pre-eclampsia and then complications of abortion. We actually have a higher incidence of post-abortion complications than the global estimates. Globally, post-abortion complication is ranked as number four cause of maternal mortality, while in the Philippines, it is number three.

What happens in emergency situations? I mentioned that **in a normal situation, there is already a high rate of maternal mortality. This increases further during a disaster.** What happened in Tacloban? Of all the hospitals in Tacloban after Haiyan, only a few remain operational. Not all pregnancy will result to normal delivery; there is about 5% to 15% of pregnant women who will be in need of a caesarean operation. We cannot perform a caesarean operation in a Rural Health Unit. There is a certain level of facility requirement needed to be able to do caesarean operation. During Haiyan, for example, the EVRMC which remained among the few that were operational in that big disaster affected area, was fully loaded with patients. They cannot accommodate everybody that needs caesarean operation so there was a very high risk of maternal death. Another report we got, there were at least 2 maternal deaths in Roxas city just after Haiyan because of bleeding. They could not get to

the hospital because roads were impassable. They were not able to bring the patient to a tertiary level facility for blood transfusion.

INTERVENTION PROGRAMMES

- MISP (Minimum Initial Service Package)

Given all the situations, given all the scenarios, what can we do? The good news is that we have a programme protocol that could address these issues.

In the global humanitarian community, there is what we call the SPHERE standards, and alongside that is Minimum Initial Service Package (MISP) for sexual and reproductive health (SRH).

It is an international standard in responding to reproductive health issues in crisis situations. If we go back to the ten elements of the DOH, the top priorities are these: maternal and child

It is a set of priority activities to be implemented in an area of crisis to prevent the occurrence of sexual violence, maternal death, and transmission of HIV.

health, prevention of HIV/AIDS, and prevention of sexual violence.

Why minimum? Earlier, we discussed limitations. We cannot be expected to do programming to address infertility in emergency situations. Initial - it is used in emergency without having to wait for specific assessment. This means we do not need to count the number of pregnant women before going to an area. MISP comes with certain guidelines, a formula, that could already define how many pregnant women there would be in a given area (based on demographic information and statistics). When we talk about service, this means something that will be delivered to the population. It is a package of supplies. We have kits, activities, and coordination & planning, supported with logistics.

MISP has a number of mandates backing it up. This has international mandates as well as local mandates. But up until this time, many have never heard of MISP. For instance, the Magna Carta of Women that was enacted in 2009, under Section 13, defines that for women affected by disaster and crisis situation, there should be a mechanism for the implementation of MISP.

- Age and sex disaggregated data

There has to be age and sex disaggregated data when you go to an evacuation center.

In the data board there should be number of families, women, children, elderly, pregnant women, breastfeeding women, and those with disabilities. Disaster affects men and women differently, and so our humanitarian response should address the different needs. Humanitarian responses should be tailor-fitted to a specific population.

- MISIP for sexual reproductive health

There should be timely and adequate implementation of MISIP for sexual reproductive health. The MCW already defined that MISIP should be implemented way back in 2009. However, in this room, we have seen that only about 10% of us have heard of MISIP. There should be proactive measures to prevent occurrence of sexual violence. This is why there are women's groups in the evacuation centers. We should all know that a lot of cases of sexual violence happen at the evacuation camps. Camp design has a huge impact on the perpetration of sexual violence. Take for example comfort rooms. These are simple structures but they actually play a major role in sexual violence. There should be a separate toilet for men and women, indicated by signs, not just written words for "men" or "women." It needs to be graphic so that it will be understood even by non-readers. There has to be locks. A lot of toilets in evacuation centers do not have locks. The toilets need to be well-lit. I have visited many evacuation centers and these basic but very important things are not followed. Another thing is the source of water in the camp sites are sometimes far from the bathing facilities, so sometimes, women opt to take baths near the water source because they do not want to carry buckets of water, and so they are exposed to more risks.

- RH services

Apart from the Magna Carta of Women, we now have the RPRH law which was enacted in December 2012 and detailed MISIP in the Implementing Rules and Regulations (IRR). If you look into the IRR of the RPRH Law, there is Chapter 2: Service Delivery Standards which states that all government units and the DOH shall ensure that a Minimum Initial Service Package for reproductive health including maternal and neonatal health kits shall be given proper attention in crisis situations. Temporary facilities such as evacuation centers/refugee camps shall be equipped to respond to the special needs of the following: normal and complicated deliveries, pregnancy complications, spread of HIV/STI, and increase in cases of sexual violence.

In the early part of an emergency, you do not have to implement all the ten elements of Reproductive Health as defined by DOH. Nonetheless, after the initial phase, priorities would become different. While some of the activities would decrease, the comprehensive RH services should be coming in. A very good example is medical missions. Medical missions are done because the health facilities were damaged and people do not have access to health services. While doing mobile health services, there should already be mechanisms for restoring comprehensive RH services. We should be building back better, should be rehabilitating already. As we move along the full spectrum of the humanitarian response, we are now expected to do more on family planning, on adolescent reproductive health, and on all the elements of reproductive health.

I mentioned defining the population. There are global default figures that defines a population group - that at a given point in time, 20% of the population would be adult males, 25% are of reproductive age, etc. But when local standards are available, we use local standards.

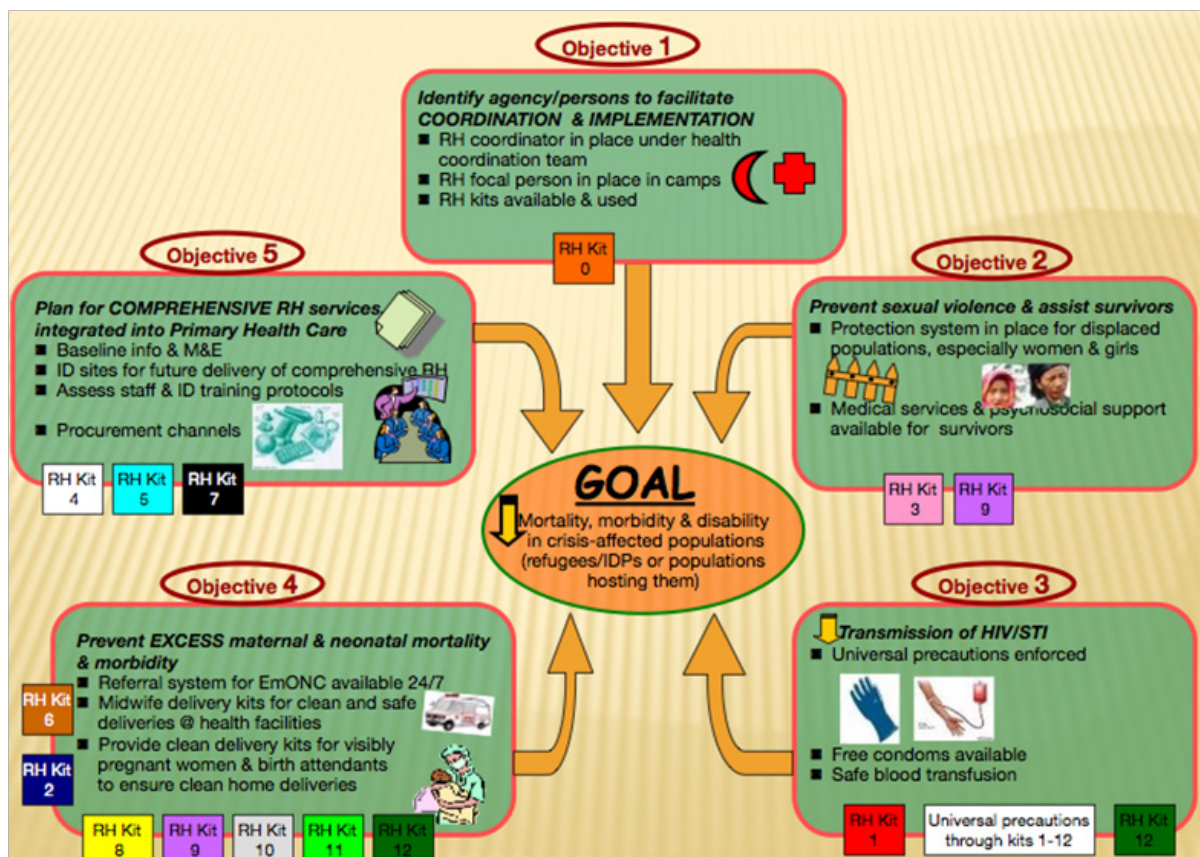
Sometimes, it even increases in times of disaster. Abortion will not stop. Women in need of care for vaginal infection will still be a lot. There will still be those in need of caesarean section. Sexual violence will not stop. And there will still be plenty of women in need of family planning services.

This is the overall framework. We call this the “cheat sheet” when we implement the MISP. The overall goal is to reduce mortality and morbidity and disability in crisis situations. There should be no additional deaths aside from the effects of the actual calamity. Meaning, these are preventable, and we are able to do something to prevent further deaths. For instance, there could be inevitable deaths from drowning brought about by flash floods but if a pregnant woman dies in an evacuation center, that is unacceptable because it is preventable given proper mechanisms for prevention. This is what MISP is all about, no

For the Philippines, the Department of Health has defined women of reproductive age (WRA) as 14.5% of the population. What is critical here is knowing that 4% of the population will be pregnant at any given time, based on the crude birth rate. Pregnancy will not stop just because a disaster happened.

pregnant woman should ever die. There should be no deaths of lactating mother, nor child deaths due to diseases.

That is the goal. And then we have five objectives. Objective 1 talks about coordination. If



there is one thing that is difficult to in an emergency situation, it is actually coordination. Objective 2 is how to prevent sexual violence. Objective 3 is how to reduce the transmission of STI. Objective 4 is how to prevent maternal and neonatal mortalities and morbidity. And lastly, Objective 5 is planning for a comprehensive Reproductive Health service.

COORDINATION MECHANISM



With regards to coordination, there are two parallel working groups that are involved in reproductive health. We call it the Reproductive Health Working Group (RHWG) and the Gender-based Violence Sub-cluster (GBV-SC). The Reproductive Health Working Group is under the Health Cluster that is being chaired by DOH at the national level and all their partner organisations, while at the local level, the local government takes the lead. In cluster coordination, the government agencies always

take lead and the UN and international NGOs take the back seat and provide co-lead support. For example, the counterpart of WHO is DOH. In the Protection Cluster there are two sub-clusters, and the DSWD leads this. DSWD has many counterparts in the cluster system because they are handling quite a number of clusters. For child protection, the counterpart is UNICEF, for GBV, the counterpart is UNFPA.

I have mentioned that in MISP, there are a lot of kits and supplies. We have RH kits that are globally defined, that could be deployed in times of emergency situations. There are twelve RH kits but I will not go into the details of each of the kits (NB: available at the UNFPA website). There is the clean delivery kit that is given to pregnant women which includes 2 cloths, a bar of soap, gloves, scalpel, a chord to tie up the umbilical cord, and plastic sheeting. These are for emergency births. This simple kit can save a mother's and a baby's life. We have family planning kits, delivery kits, kits for the management of sexual violence, for management of post-abortion complication, kits that are needed for caesarean section, and kits for blood transfusion.

Have you heard of the "bucket" or hygiene kits? We have separate kits for women and men. Hygiene kits for men contain briefs, shaving kit. Hygiene kits for women contain panties, sanitary napkin. There is also a kit for teenagers called teen kit ("kikay kit") which is for grooming and contains powder, cologne, deodorant, etc. We developed these kits during the Washi Response (local name Sendong) when we were mobilising young people. We realised that they were also affected but nobody thinks about their needs and concerns. All of our interventions were focused on the pregnant women and lactating mothers. But adolescents also have needs.

The hygiene kits have somewhat transitioned to what we call as “dignity kits”. We would like to contribute to upholding the dignity of those who have been affected by the calamity. The dignity kit contains a urinal, a whistle and a flashlight. Some parts of the kits are very basic but it is necessary to have the whistle and the flashlight, and urinal. This has a very special purpose – to prevent sexual violence. The whistle could call attention. The flashlight is for lighting. For months there was no electricity and at night it would be pitch black. In partnership with the DSWD also, we have put up Women-Friendly Spaces (WFS), which are safe spaces for women to come, have activities together, and promote information sharing.

HAIYAN IN NUMBERS

Haiyan affected 15 million people. 4.1 million were displaced. Among those who are displaced, there are 270,000 pregnant and 180,000 lactating women in need of special services or targeted interventions. There will be 1,000 births daily under life threatening conditions, and girls at high risk of sexual violence.

What is different with Haiyan? Haiyan is a mega disaster. It has a sustained wind of more than 200 kilometer per hour. It has a storm surge of 5 meters. It destroyed 6 times more buildings compared to the Haiti earthquake. It damaged 10 times more health facilities compared to the Indian Ocean tsunami. One thing very particular for me is its impact to public health, with the number of health facilities it damaged. Other typhoons such Washi and Bopha , did not have that magnitude of damage. Only Haiyan did that.

RH ISSUES AFTER HAIYAN

We are looking at destroyed birthing facilities, no reliable sources of RH information, shortage of family planning supplies. When we went to Haiyan affected areas in the aftermath of the storm, the state of health facilities are bad, the supplies were totally washed out. Limited access to RH services, no source of RH information, and this is why we have to educate people also. Prior to Haiyan we already have a problem with health promotion. This is a much bigger problem in emergency situations.

There is high risk of unplanned pregnancy. There is this talk about a baby boom after Haiyan. We are still looking into it and needs more assessment. But there is already some evidence of high numbers of teenage pregnancy. In Eastern Samar, there are municipalities with teenage pregnancy rates of 25%. The national average is only 13%. This may be a pre-existing problem, but it may still be worsened by Haiyan.

After Washi/Sendong, we were able to document cases of adolescent girls whose way of survival is engaging in commercial sex. We know what happens in commercial sex work - it may result to pregnancies, STI/HIV transmission, and even sexual abuse.

GBV is part of the overall framework of RH. GBV issues are very much a part of emergency situations. We know that there are already issues in mechanisms to address GBV, such as effective management, functionality of the referral system, very limited police officers who have training to handle GBV cases. For typhoon Haiyan, we even resorted to importing female police officers.

INTERVENTION AFTER HAIYAN

For the Typhoon Haiyan Response, we wanted to ensure that there would be immediate availability of/ and access to life saving services. We should be able to support recovery efforts of the government, including reproductive health.

For GBV, we need to ensure immediate access to GBV interventions, increase community information, and strengthen capacity of service providers. Prior to Haiyan we know that a lot of our service providers have some capacity gaps. We need to really expedite building capacities. Part of the mandate of the GBV Subcluster in mainstreaming gender in all of the clusters. That is the reason why for instance we have gender discussions about shelter, because it really has a gender dimension. All of the recovery efforts should likewise have gender dimensions.

WHAT DID WE DO?

In implementing the MISP, we established coordination mechanisms. We have the RH working groups in Tacloban, Roxas, Iloilo and Samar. There is also a national working group which is now named by DOH as the National RH Maternal and Child Health Working Group. Part of the response includes assessment of RH needs, to which we commissioned the University of San Carlos in Cebu to go to all of the sites affected by Haiyan to conduct facility assessment and recommend what would be the appropriate response. We deployed maternity tents and obstetrical surgical theaters. We call this the “hospitainer”. It was the first time that we deployed this “hospitainer”. This is made up of 7 units of 20 feet container vans. Like the concept of lego, we can put the vans together and we attach it to provincial hospitals. From December to April, 83 caesarean sections have been performed in the hospitainer. There is another one in Balangiga, Eastern Samar. There are a lot of challenges in Eastern Samar. Leyte and Samar are very different. Leyte has moved on quite a bit in terms of restoration of health facilities while Eastern Samar is still lagging behind. We all know that the focus of the emergency intervention is somewhat centered around Tacloban City. It in a way provided some issues where resources were not evenly distributed.

We conducted medical missions. We did this with the support of our implementing partners such as Save the Children, Plan Philippines, and the Family Planning Consortium through FriendlyCare. We conducted RH missions, which is different from our general medical missions. We call it “Medical Mission Para sa Mga Buntis.” (Medical Mission for Pregnant Women).

There are pros and cons in medical missions, with patients often asking for medicine even if they do not have an illness. There is added value when we conduct medical missions for

the pregnant. We do pregnancy tests, which is important because some women during their first trimester do not know if they are pregnant or not. We bring in basic laboratory tests such as CBC, blood typing, ultrasound. You will be amazed at the long queue of pregnant women wanting to have an ultrasound.

Apart from the RH medical missions, we distributed dignity kits. To get the kit/bucket, people would need to attend health information sessions. It is a good strategy. They need the hygiene kits but equally important are the health promotion activities. We had this experience where people after attending health information sessions became aware of the need for additional consultations or referral. We also had people coming in having GBV concerns. We also target young people and for this we partnered with Save the Children, particularly for the adolescent/youth-friendly spaces and youth information sessions.

LESSONS LEARNED

One of the reasons why we are here in this forum is to share lessons and good practices.

Over the past five years of emergency response, we achieved a lot already. Our responses are getting better and better. But the challenges will always be there.

First is about information. Even in non-emergency situations we already know that there is inadequate information sharing among the national, regional, and local governments.

Second, there was delay in shipment of supplies and equipment. We experienced this during the Haiyan response. We had to wait at the port of Matnog (Sorsogon) because there were a lot of trucks queuing to board the ferry to bring the supplies from Manila to Samar. It was a challenge to bring supplies from Manila to the disaster-affected areas. Also, the supplies were not tailor-fit for local areas. Usually we get a lot of international donations that are not suitable, but as a receiver, we do not complain about the supplies/relief goods. We have to come up with mechanisms to facilitate suitable donation from international sources.

Scarcity of personnel was also a challenge as the local service providers were also affected. We had a hard time looking for medical personnel in Tacloban. We resorted to fly in personnel from Manila to Tacloban. But the operational repercussion is that they do not speak the language. It is always better to get personnel from the local area because of the language barrier.

We do not have adequate operational standards. We may have existing laws, policies, standards already, but there remain gaps, and those responsive to emergency situations.

Sustainability is also an issue for areas without permanent structures.

Accessibility of affected areas. Most donors will go to areas which are accessible and other areas may be forgotten. Even in Tacloban city, there are still geographically isolated villages that took us over one hour to get there. This is already Tacloban city, and there were people who were still overlooked and underserved.

Rapid turnover of humanitarian actors is another lesson for us. Humanitarian responders usually end deployment or take a long break after three months of continuous work. This is a need since it is a very stressful working environment. The problem is for coordination, like will the person I talked to the other day be still there next week. The uncertainty is challenging and not ideal. We laugh at these things now but in an emergency, it is a big challenge. This is an internal issue for humanitarians but good to cite as a lesson.

FACILITATING FACTORS

Good collaboration with provincial health offices is critical. It is actually the PHOs that decide and provide services. DOH national and regional offices would be there to assist but the PHO (Primary Health Organizations) calls the shots. Haiyan is different, though, because it was a national response.

Some of us are working with implementing partners. It is good to assess which implementing partners are effective, including which ones are already working in the affected area. For example, Plan Philippines' goals are aligned with the core competencies and goals of UNFPA. Save the Children and UNFPA work together on adolescent reproductive health because it is a common goal. Strong technical assistance and complementation between Implementing Partners (IPs) and UNFPA. We meet regularly. As I have said, it is difficult to coordinate but we need to conduct meetings to facilitate this.

Another facilitating factor is the enthusiastic response from partners and dedication on implementing the program. And one of the things we are proud of is our mobilisation of youth volunteers. The youth volunteers that we mobilised since the Sendong/Washi response, three years ago, are now leading actors for the Haiyan humanitarian response. They have come to appreciate the special context of responding to an emergency situation. A lot of them are employed by the Family Planning Organization of the Philippines (FPOP), Save the Children, FriendlyCare, and Plan Philippines to name a few. These organisations were saying that it is amazing to see young people doing their work during medical missions. Young people are contributing to the response.

MOVING FORWARD

In terms of moving forward, we need better consultations with government for activities related to emergency response. There are LGUs who say that "family planning is not allowed here". However, there are also LGUs who approach us and request for our services.

Logistics management need to improve as well. We need to do a lot of this things today, not tomorrow. We are already in the recovery stage thereafter transitioning once more to disaster preparedness. We should be doing prepositioning and capacity building. We need

to do contingency planning. We need to establish functional linkages with stakeholders. We need to develop standard frameworks for disaster response. Many organisations have internal mechanisms for implementation, procurement, etc., so we need to come up with better ways to facilitate this tailor fitted to an emergency situation. And we also need to adapt global standards to fit the local context.

MISP is an inter-agency standard, and it cannot be done by the health department alone. It should be implemented by all stakeholders. If MISP is implemented correctly, it will save lives.

OPEN FORUM

There were several significant issues raised during the open forum. One is the **importance of contextualising relief assistance and collecting sex-disaggregated data**. Contextualising humanitarian aid is crucial in order to make programs and relief efforts more effective and relevant to the receiving country. Furthermore, sex disaggregated data is vital in conducting humanitarian relief programs in order to identify the vulnerable groups and at the same time protecting them from further being put at risks of experiencing violence. Second is **recognising the increasing incidences of teenage pregnancy during disaster and recovery period and utilising local policies to protect young adolescents against these issues**.

The participants would like to explore the possibility of adding a provision on the teenage pregnancy in RA 9710 (Magna Carta of Women) to offer better protection to young adolescents as well as adjusting the age catered to by the Child Friendly Spaces initiative. Third is **ensuring the accountability of newly hired humanitarian aid workers**. During times of disasters, government and non government organizations more often than not, do rapid hiring of aid workers for quick placement to several programs related to relief operations. Therefore, there is an urgency to screen employees more efficiently before deploying them to communities to ensure secure relief operations. Finally, **balancing the distribution of relief assistance to disaster affected areas**. One of the issues raised several times during the forum was the need for improvement on the equal distribution of relief. Those who went to Eastern Samar post Haiyan noticed that while there were numerous relief operations being conducted in Tacloban, other areas such as Guian, Salcedo and Mercedes were being overlooked and or was receiving scarce attention. The participants recommended a number of measures which can be explored to ensure a more equal allotment of aid in the future including but not limited to conducting a mapping analysis of disaster affected area, placing preparedness measures in the communities and better coordination in the future between humanitarian assistance groups.

E. BANGON TAPILON, SEEING THE 'SMALLER' PICTURE (LGBT ISSUES)

Mai Lagman and Tisha Ylaya



The presentation of Mai Lagman and Tisha Ylaya of Rainbow Rights was based on their ongoing exploratory research in Barangay Tapilon, Municipality of Daanbantayan, Northern Cebu regarding the issues of LGBT especially during and after disaster. They mentioned several issues and concerns that were also highlighted in some of the parallel sessions such as the absence of a functioning GAD focal point and the ineffectiveness of VAW referral system. They also shared the challenges they experience in terms of building connections and linkages with local agencies when it comes to LGBT concerns.

They also raised critical points such as: (1) the issue of segregation which exacerbates the vulnerabilities of LGBT therefore they are looking forward to integration and (2) do not hesitate to question heterosexual assumptions and use gender neutral language.

The open forum garnered insightful opinions on the gains of the program intervention

conducted by the group in Tapilon as well as recommendations on key areas which can be further expanded and improved on. The participants emphasised the importance of recognising that the LGBT community may have a distinct need particular to their group that can affect the manner through which certain program objectives are met (i.e. construction of toilets to lessen their risk against violence) which brought them to also highlight the need to clearly identify the lesbians, gays, bisexual and transgender (LGBT) community's specific needs which can be done through a thorough review of their responses during focus group discussions (FGDs).

The group also asserted the need to empower LGBTs through assessing the level of access they have to services, and increasing their visibility in different contexts, may it be in rural communities or within the organisations where the participants worked, in government etc. Future research was also suggested particularly, to explore and locate the LGBTs in the context of the Bangsamoro. In connection to this, the group was lauded for their ability to pioneer in allowing the LGBT in Tapilon to become visible in their community and explore the possibility of making their program into an operational research which can contribute greatly to the research done on this particular field.

INTRODUCTION

When we talk about intersectionality in gender, there are a lot more needs that we can see and which have to be addressed. This is why we entitled this presentation "seeing the smaller picture". Rainbow Rights is respectful of diverse identities, inclusive, pluralistic. This means we recognise the uniqueness of individuals within a community; that we have different wants and needs. The work that we did in Tapilon, Cebu was very thorough and took time because we wanted to be very considerate and respectful to the needs of the individuals there.

What we understand of disasters: disasters put both human life and development at risk. However, a question we have to ask ourselves is, how do we look at development? Development by whom, for whom, with whom? Just like what the persons with disabilities (PWD) sector has been saying, "nothing for us without us". This is also what we would like for the LGBTs. We need to assess the risks, the approach we will adopt and the solutions we want to make. Our focus is not on families but on individual persons with their needs and their rights.

BRIEF DESCRIPTION OF THE AREA

We worked in Daanbantayan, the northern most town of Cebu island. We chose to work in Barangay Tapilon in Daanbantayan. The main road does not take you to Tapilon. You really need to exert effort to reach Tapilon.

It is a three-hour drive from Cebu City and an hour drive from Bogo City. The devastation in Tapilon is worse than in other barangays because it is a coastal area and somewhat hidden. The day that we went there, it was very heartwarming to see the number of trucks carrying

relief from Cebu city going to the north in the morning. You realise that everyone wanted to contribute, to help. And it was like that for the next two or three weeks. People would just go there, drive there, and bring food packs and relief goods. However, areas like Tapilon were overlooked because of the location. We decided that we will focus our efforts in Tapilon. That was how we started.

REALITIES

Tapilon is situated in Daanbantayan municipality, which is a first class municipality. Tapilon is semi-urban, semi-rural. It is the second biggest barangay. Population is large and their main livelihood are fishing, copra production and backyard farming. There are some small private businesses such as pawnshops, hardwares, and small stores. Informal jobs are as sikad driver (bicycle with sidecart for passengers), habalhabal driver, beauty parlor service, tailor, laborer, helper, barangay worker, etc. Tapilon has a market area. As I mentioned, it is a coastal community. The men go out to sea and the women sell the produce. Some have a market stall while others sell it by going house-to-house. Come noon time there will be women fish vendors in the market. Still others bring their fish catch to Bogo City.

The barangay hall does not have a Gender and Development programme. The barangay officials do not know what GAD is. But they have a Violence Against Women (VAW) desk, literally a 'desk' with the Barangay Secretary as the person in charge. Based on our interviews and observation, VAW issues are not addressed effectively and the referral system is inefficient. If there is a VAW complaint, the complainant goes to the police. But the police will direct the complainant to go to the barangay hall. The barangay will bring the complaint to the police if they cannot resolve it at their level. It is quite a run-around situation.

They have many health workers and volunteers and they receive an allowance of PHP 1,000.00 (est. USD 23) per month. The barangay health workers, most of them are women, report every week.

- Risks and hazards

When we talked to the woman barangay councilor, she mentioned that Tapilon is not prone to landslides or flooding. However, photos taken of Yolanda's impact tell another story. The damage was severe. There is an ordinance of a 2-meter no build zone from the coast but there were many houses within that zone.

- Lack of basic facilities and services

There are houses which do not have toilets. Those which had their own toilets were not able to repair these after the storm. At the moment they use makeshift toilets and open defecation in backyards.

There is supposed to be regular solid waste collection - every Tuesday and Thursday - but it was not very clear when we asked the barangay about it. People are generally on a subsistence level of income and most livelihood is informal. They are already disadvantaged

and so after Yolanda , they became even more disadvantaged.

In the aftermath of Yolanda, we observed that the first phase of relief work was done by women. We noticed that after two months, there was still a lot of debris. I was wondering why the men were not helping to clear the debris. They were drinking alcohol, loitering, just hanging out and not really doing anything. The women were sweeping the streets and lining up to receive relief goods when the trucks bringing relief came. In the queues for relief goods, 90 % of the people would be women.

DIFFICULTIES IN ENGAGING THE LGBT AND STRATEGIES USED

- LGBT as a taboo in the community; provided safe space to assess their needs

We conducted separate consultations with men, women, the elderly and LGBTs. It was difficult to convince the LGBT to come and attend the focus group discussion. What we did was when we were distributing relief goods we familiarised ourselves with the members of the community. There came a point when we could already ask the mothers if there were lesbians and gays in the community. “Nay, naa ba bayot o tomboy dire?” They will answer but will immediately ask why we were asking. This is a conservative town and they do not really talk about LGBT. We tell them about our organisation; that we are willing to help, so we want to get to know the LGBT in the community. It was quite a challenge.

- Include a separate list for LGBT beneficiaries in relief operations

A lot of groups and individuals came to Tapilon and because the relief goods are limited, they would ask the beneficiaries to enlist. The people were really flocking to get themselves in the list. That is what we call the ‘power of the list’. One of the greatest challenges to us are individuals who pretend to be gay just to get relief goods.

- LGBT situation

We found out from the FGDs that in Tapilon girls’ access to education is not prioritised compared to boys. The reasoning is that education will be wasted on the girls because they will just marry, give birth, etc.

There is very limited jobs for the LGBT in a community like Tapilon. And typically they are into beauty parlors or beauty salons. In the context of a subsistence economy and especially post disaster, income from this job or business does not really amount to much because it

Not everyone wants to ‘come out’ due to the stigma associated with LGBT. How do you then ask people of their sexual orientation/gender identity and what their specific needs are?

is not a basic need.

During our group discussions, we observe the participants' self-expression and we ask for their names. Those we observe to be maybe LGBT, we probe in a confidential manner and ensure they can safely express themselves.

This was how we did it in Tapilon:

When we talked to transgender persons they would not want to be asked "what is your sex or gender". They would rather be asked "how do you want to express yourself?" Another more acceptable question is "how do you see yourself?" If they do not answer, and yet they seem to be open, we try to approach lightly by presenting them with a scale – on one end is "boy" and on the end is "girl" – and then we ask the participant where he/she identifies, boy, girl or somewhere in the middle. We also ask, "who do you live with?" Because LGBT couples are rarely accepted by the community as a "family".

- Relief operations should be distributed per household and not per family to ensure that LGBTs are included

The DSWD gets the list of families from the barangay. Where does that place the LGBTs? If I was a lesbian and I was living with someone but we are not married, it is most likely that I will not be eligible to be in that list. We raised this concern with the DSWD but they did not address this. We raised it again with the UNFPA. Our suggestion was to give it per household and not per family. Why per household? Because after the storm, there were groups of people who stay together even though they are not related, and this constitutes a household. We were recommending to distribute the goods per household so that regardless if they are a family or not, they will have access to goods and services. The same goes with LGBT couples and LGBT led-families. We know that they are not officially recognised under the law.

WHAT DID WE WANT TO ACHIEVE?

- Provide immediate relief and accelerate recovery

We wanted to provide immediate relief and accelerate recovery. However, after a few months, we saw that nothing was really happening. Even the LGUs were not responding. We decided to coordinate with other organisations to do a recovery project in the area.

- Create new livelihood opportunities for LBT, women

After the assessment, we saw that women's livelihood was very dependent on the livelihood of the men. We wanted to create new livelihood opportunities and raise awareness about their rights.

We offered some livelihood options and skills building such as tailoring, we gave sewing machines. We were offering to market the products in Cebu. But they say this is too much effort for them. They tell us that they have work to do during Christmas and Graduation

LGBT persons in Tapilon were dependent on their parents and engage in irregular jobs. They have very limited opportunities. How can they continue working at beauty salons/parlors when people do not have the money for this?

seasons only. In between there is nothing. That was the mindset and that was really hard for us to accept. They say that all of their problems are connected to livelihood. They do not have money. But when we explore some opportunities for them, they do not seem ready for these yet. It may take two or more years for them to feel empowered enough to engage in new livelihood. We will do another round of consultations.

- Change of mindset

Table : Rainbow Rights Philippines’ Gender Responsive Needs and Matrix

We have this matrix focusing on barriers – cultural, social and structural. I want to present this so we can look at the mindsets and how we can change these. How do people look at LGBTs? How come they are not allowed to participate? Are there spaces created for their participation? When we discuss women in our projects, this includes LBT women. There should be consideration in planning about their livelihood options, separate toilets that

| Group | Projected needs (samples) | Barriers | Risks |
|--|---|---|--------------------------------|
| Women (including LBT women) | Livelihood options; Segregated toilets with safe access; Child-rearing and breastfeeding support and facilities; activities that promote visibility outside of stereotypes; inclusion in meetings, planning, and activities | | |
| Girls (including LBT girls) | Health and nutrition; education; activities that promote visibility outside of stereotypes and empowerment | Cultural and social barriers; Political barriers; | Health risks; |
| Elderly | Livelihood options; Health services/check up (eye, knee, and back) and medicines; Easier access to relief and services; inclusion in meetings, planning, and activities | Structural barriers (activities and programs in place that limit participation) | Economic risks; Security risks |
| Women with disabilities | Health services/check up (eye, knee, etc.); medicines; Easier access to relief and services; inclusion in meetings, planning, and activities | | |
| Men (including gay and trans men) | Livelihood options; child reading facilities and support for men; activities that promote visibility outside of stereotypes and empowerment; inclusion in meetings, planning, and activities | | |

are lighted and access is safe. It has been shown that when women, including LBT, do not have safe access to toilets, they are put at greater risks. Child minding and breast-feeding facilities, with support, are also important to consider. It was raised in one of our forums that breast-feeding women were not able to produce milk because of the trauma.

When we talk about girls, we also give attention to girls who may be LBT. Sometimes people are affronted with this and tell us, “Hala! Why are you doing that? Aren’t you corrupting them?” Being an LGBT person is a matter of self-identification. We could see that even during childhood, children are already doing gender expressions. Our stand on this is that we should let them be. Let the person come to terms with whatever or whoever they are.

INSIGHTS AND RECOMMENDATIONS

- Women and girls are a diverse group and they have specific needs

In the projects we are implementing we have a set of guidelines or principles. One of which is to always remember that women and girls are a diverse group. There are indigenous women, women with disabilities, LBT women, etc. When we conduct activities we always assess and identify the needs. Will this make a woman safe, will this make an LBT woman safe, will this be comfortable for them, and so on. I try to pose these questions to us so we always remember. Another principle is to not focus on delivering services per family, but focus on the individuals within the households so we do not miss anyone

- Do not hesitate to question heterosexual assumptions

More often than not, our assumptions or perspective come from a heterosexual stand point because that is how we were raised. We therefore conduct focus group discussions and employ feminist participatory method to really get the people’s voice and ideas. They will not readily share with you their needs. They would almost always ask you to tell something about yourself first. So when we talk to people I introduce myself and talk about something personal, e.g., “I come from... these are my experiences...the reason why we are here is because...” and so on. Only then will they start to tell their stories. If there are LGBT groups in the communities, it may take two to three meetings before they open up. When trust has been established, that will be the only time they will open up. The process is long and complex but it is worth it. When we are able to gain their participation, they are among the most active participants. They long for space where they can be with others, where they can contribute.

- Make LGBT visible in non-stereotypical barangay activities, i.e., training

What are the barangay activities which we can organise and where LGBT persons will be more visible in the community? We need to move on from the traditional gay pageants and other stereotypical activities. These activities can vary depending on the community, and may create livelihood opportunities for LGBT persons. Trainings are also good, however they can be costly. Trainings for their specific group so they can feel safe to express and participate. LGBTs are always conscious about the security of spaces, whether they can talk freely in that space or not.

- Open opportunities for LGBT to participate in decision-making processes

Explicitly include LBT women in the barangay committees. We are working to help pass the anti-discrimination bill which would penalise discrimination against LGBT persons. Unfortunately after 20 years, the efforts have not yet yielded results. Local ordinance becomes another way to penalise discriminaton, city level or baranggay level plus the inclusion of an LGBT representative in barangay meetings.

It helps when you constantly verbalise it: "Are there LGBTs here?" Eventually people will start to show up. This is a strategy from Rainbow Rights.

- Include LGBT in the profiling

Another idea in profiling of residents is to indicate whether there is an LGBT in the household. This may be challenging because some people refuse to identify as LGBT.

OPEN FORUM



Several interesting issues were raised during the open forum. **First is clarifying the difference between openness and acceptance towards LGBTs** as the former merely constitutes acknowledging the existence of LGBTs within a community but not necessarily accepting or supporting them. In Tapon, for instance, there are still hints and subtle commentaries from the community which reveal negative sentiments towards LGBTs. Recognising the increasing visibility of LGBTs is a first step towards advancing their rights and entitlements. Specific example provided was on how the concerns of the LGBTs can be integrated in R.A. 10121: The Disaster Risk Reduction Management Act and locating LGBTs in the context of the Bangsamoro (an Islamic political entity).

Second is to look at the **importance of addressing and determining specific needs of LGBTs for more effective program response**. A number of participants highlighted the importance of differentiating the needs of the LGBT community from those of heterosexual women and men because while they may ask for the same requirements, their reasons and needs for doing so may differ. This is significantly linked to another area of concern which is the **need to explore the status of LGBTs in terms of their ability to access resources and services** within their communities as well as their level of participation in the context of family, community, baranggay, and municipality. Furthermore, in determining such data, sex and age disaggregated data will be useful to have a more precise and detailed situationer.

Finally, it was emphasised that there is a dire need to **create spaces of participation for LGBTs**. Opening spaces for participation is a vital step in making LGBTs visible and empowered in any given context. One specific recommendation in sustaining the participation and empowerment of LGBTs is through building linkages with local government organisations. LGBTs participation in the communities may further be strengthened if they will be given proper representation, roles and responsibilities in local government committees and be included in the planning and implementation of programs.

WOMEN STORIES CAFÉ

This session was meant as an opportunity to listen from the real stories of women from the Haiyan affected areas. Amidst the difficulties they encountered, they were able to cope, stood up and regained their strength for themselves and their families.

The format of the session was that of a talk show where the guests would be asked questions from the host and the audience members. The recurring question was the effect of Yolanda on their lives.

Since most of the women were community leaders they related their experiences in obtaining relief for their organisations /communities. They shared their difficulty in seeking help from Manila. They were passed from person to another person during the facilitation of the transfer of relief goods from Manila to the affected areas. Since communications were down, it was difficult to get updates from their relatives, friends and community members from Manila and even within the affected areas. Some of the women leaders were harassed by other victims of the typhoon, because they were not able to include some of the families in the lists of beneficiaries. Another issue that transpired in this session was the security and safety of women community leaders during relief operations when they had to work early in the morning until late at night.

The women leaders also shared their concerns and immediate needs after Yolanda. These include the lack of medical kits and attention to the victims of the typhoon; the lack of preparation before the typhoon for basic needs such as food, water and shelter; no transportation for the relief and for the victims; and no help or attention for the single parents, pregnant women and lactating mothers. Moreover, another pressing concern is the sustainability of livelihood especially for women after Yolanda. There was also lack of infrastructure and facilities such as schools for children. But one interesting issue that they raised was their own struggle in their families and even with their own selves. Due to community work, they feel they were unable to perform their parenting duties nor tend to their own needs.

On the effect on their families and their relationship with their husbands and children, most of them experienced the lack of resources for their families. They were forced to eat what was available after the typhoon. Household management also changed because since they are women leaders; their husbands took over their household duties. Husbands and wives learned to prioritise what was needed for the family. However, for other women, especially the single mothers, it was an added burden. There was also a sharing about not being able to have sex with their husband because they were temporarily living in the evacuation center.

Despite the fear and uncertainty they experienced after the typhoon for themselves and their families, they learned to trust the better judgment of a loved one. They learned to



value themselves more and how to make ends meet not only for themselves or their families but for their community as well. They learned not to lose hope and be strong because their families are relying on them. They also learned how to prioritise to give and share to those who are most in need and not be totally dependent on LGUs, INGOs and line agencies for help. They believe that women can also be of help in rehabilitation of the community.

They also shared some pointers in disaster preparedness, such as: (a) be better prepared for calamities; have important documents sealed in plastic, have extra food, water, and clothing. Prepare flashlights, candles and matchsticks, especially matchsticks; (b) organise the women's organisations in DRR; (c) listen to the warning of government and media in case of typhoons. Do not underestimate any typhoons or calamities; (d) do not panic when disaster strikes, (e) establish community / barangay preparedness before a typhoon/calamity.

When asked if the women leaders were doing something for the Young Women in their communities, they answered that for the girls there was a safe space to play and that NGOs gave them toys; pregnant young women were given allowance for three months after giving birth, the young women were also given spaces for them to express their talents.

When asked if typhoon Yolanda was something that was to be thankful for the women leaders answered that in some ways the disaster bought them hidden blessings because they discovered their strengths in facing the challenges after Yolanda. They also pointed out that women's issues will not surface if not for Yolanda. One women leader said that without Yolanda the rest of the country will not be aware of other towns such as Salcedo,

Mercedes, Guian, because the focus is on Tacloban which is a city.

On the Oxfam Project Women's Carpentry, one of the women leaders related her experience on being a participant with the said project, she said it was empowering being able to build her own home; and that women are not for the home only.

NANAY FELISA CASTRO (KAKASA KA)

The typhoon had a big impact to Nanay Felisa and her family as they were not used to having no food. After the typhoon, she went to Manila to get some help. When she got there, she was passed from person to person, but she did not give up in seeking for help until she found the right people. When she was finally able to obtain the relief, she was referred to a priest from Caritas Manila. They did not only gave her a truck for the relief but they also gave another truckload of relief goods to take back home. Getting the relief good is one challenge, distributing the goods to the community is another story. But what Nanay Felisa would like to impart to the women in her community was that when giving out relief goods, you should not only give to your extended family or friends but to those who are really in need. The husband of Nanay Felisa is the barangay chair, this is also a big factor why the focus of their help is not only for their family but for the community.

Because of Haiyan, they learned about disaster preparedness in case another typhoon comes. According to Nanay Felisa, there is still a lack of disaster preparedness and therefore LGUs should be in the forefront in terms of information dissemination about disasters to avoid bigger casualties.

Nanay Felisa would like to inspire other women to have positive outlook in life. She said that, "we should also encourage the women leaders to help and share what they know to other leaders as well. They should also take care of every member of their organisations and the vulnerable sectors; the pregnant, the lactating mothers especially the children. We should also be prepared with the basic needs such as food and water. Matches and candles are also important because electricity is the first to go during a typhoon."



NANAY EDITHA BACALSO (KKMO FEDERATION)

Nanay Editha almost lost her child during the typhoon. She was not at home then and her child was trapped in their house. She tried to communicate with her child through texting (SMS messages) and told her never to get out because of debris flying outside. Her child insisted that she might need to get out because their house is about to collapse. That was the last message she received from her child until they lost communication. She was so worried the whole day and night because she did not have any idea about the situation of her child. The following day, she rushed back to their house and was grateful to see that her child survive because she did not listen to her instruction not to get out of the house.

As a single parent, Nanay Editha admitted that the impact of the typhoon was doubly hard, because humanitarian responses (and the community in general) are not friendly to single parents and their families. But this does not stop her from trying to prove to everyone

that she can also be a good leader and be of help to her community. Though it was difficult for her to take both the duties of the father and mother, she still had the time to do volunteer work during relief operations. Though she also received negative feedback against her from those people whom she was not able to include in the list of beneficiaries but it did not hinder her to continue her work. After her active involvement in relief operations, she became a volunteer of RDI and then the provincial president of the PKKK. They were given temporary shelter and able to built 11 permanent houses. The critical issue now that they face is the sustainability of livelihood especially for women. She is grateful for all the capacity building training that she and her group underwent through but she hopes that those agencies who helped them would at least provide for a start-up fund to sustain the livelihood project that would be a great help for single parents like her.

NANAY ISIDRA DISABILE (AGRICULTURAL WOMEN'S GROUP)

Before Yolanda, Nanay Isidra was a volunteer teacher for the DepEd Informal Education Program. One of the biggest effects of the typhoon was on my family's health. My children and husband got sick. Second was they were left with nothing as almost all their belongings and resources were destroyed. She was fortunate that she was able to seek help from her sibling in Germany who also coordinated with other OFWs in sending them money which Nanay Isidra used to buy food and other necessities.

As a woman leader of the farmer organisation, she also saw shared her blessings with her community, for instance, she bought and distributed school supplies for children. She also started working with the cash for work program of Oxfam where she became the chairwoman. She was grateful for the support that were provided for them especially for the seaweed livelihood of mothers/women.

NANAY AMABELLE MACAWILE (ABANTE KABABAYEN-AN)

Nanay Amabelle admitted that all of them had the same experiences and the most common of all is that they all felt confused and feared not only for themselves but for their families. According to her, “the typhoon destroyed everything; our homes and livelihood...but we still are very thankful because all the families in our community are intact.”

Nanay Amabelle also shared the experiences of children in their area where the children were scared after Haiyan. But they are now slowly improving towards recovery. An NGO gave them a space to play, and to hone and present their talents. There were also several NGOs that provided counselling assistance and other needs to children who are victims of violence.

One valuable lesson she learned from this experience is not to disregard the advices of the government but take serious consideration in disaster preparedness.

NANAY LINDA FABILAR (ABANTE KABABAYEN-AN)

Since Nanay Linda lives in the coastal area, they were totally devastated. They experienced cold and hunger; all of their houses do not have roofs. But they remain brave. The LGU provided some food, but it was not enough. They tried to survive from the meagre resources available because they cannot get supplies from outside the town since the roads were impassable.

As a barangay secretary, Nanay Linda felt bigger pressure because she was in charge of the list of affected families. But since she was also

a victim herself and was also experiencing confusion and fear, she unintentionally forgot to put some names in on the list. Those people got angry with her because they also needed help but they were forgotten. She even experienced to be threatened by someone who she failed to put in the list of Oxfam beneficiaries for the unconditional cash grant. But Nanay Linda maintained her calm because she understood where these people were coming from; it is a good thing that Oxfam talked to the barangay officials and included the families that I forgot to include on the list in the cash grant.

NANAY SHIRLEY GAPOS (BARANGAY HEALTH WORKER)

The experience of Nanay Shirley was also similar to the other women who were affected by typhoon Yolanda. Devastation was everywhere. They experienced eating only mangoes for one week. One thing unique about her sharing was that she recognised the fact that such kind of thing is unpredictable and very difficult to escape from. The greater challenge was the aftermath. It was difficult to divide the relief equally among the affected families. Doing work for relief operation was until midnight, hence, security and safety was also an issue for them. According to Nanay Shirley, rumours about prisoners who had escaped made them more afraid especially that there was no electricity.

Nanay Shirley recognised the efforts of two agencies who helped them with their shelter. But she was specifically grateful for Oxfam's project on women's carpentry where she participated. She was amazed to know that women can build houses; she then realised that women can also be strong.

From their experiences, Nanay Shirley can only advise everyone to always be ready for any disaster and should take care of things that are important such as personal documents. She said that, "we should not panic. We should always listen to the radio and take higher ground. We should always save first our children." Most importantly, after a

disaster, don not hesitate to ask for help especially from the LGUs.

FORUM SYNTHESIS

Ms. Marie Nunez, Oxfam Advocacy, Campaigns and Communications Programme Coordinator, synthesised the plenary sessions. She started discussing the gender snapshot as a report that is worth looking into. It is something that every organisation should be doing before starting any intervention programs. It gave us a perspective and understanding of women and men before, during and after the storm. The point here is that gender analysis must be conducted wherever we are whether during peace times, during disasters, emergencies or any development work. These are tools that help us provide a deeper understanding of the situation.

The presentations also provided us some useful sets of tools and experiences on how to operationalise the theories of change in changing the lives of women especially in terms of mainstreaming the work that we do (i.e. in WASH, EFSL, livelihoods, etc) and being able to promote women's rights.

The strength of community organisations and the building of second liners to continue the struggle for gender equality was also highlighted. While the Women after the Storm Café provided the stories of survival, hope, challenges and fears as well as courage from the women leaders in the communities.

Yolanda is not something to be thankful for, but rather, it has provided us opportunities to highlight and magnify the inequalities in society which gave us the opportunity also to really work and push for gender equality in all aspects of emergencies that we can bring towards long term development.

The parallel sessions gave us a flavor of interventions; old and new that we various organisations used. Some of these interventions already existed even before Yolanda and were mandated by laws. For example in GBV and RH, many of the mechanisms have been developed before and just needed to be strengthened.

Ms. Maricar Brenda Edmila of Save the Children shared the key points discussed in the GBV session. One of which is the importance of training and capacity building for LGU and women leaders to respond on GBV issues. For reporting and referral system to be truly effective,

there is a need to come up with a common data bank or common data tool. In the Philippines, we have many women's groups but we do not have a common tool in terms of responding to GBV cases or even a solid research that could back up on the weight of GBV cases during times of emergencies. There is also a need to document VAW cases and work with women's groups, LGUs, CSOs, and line agencies.



Ms. May-i Fabros of WomanHealth shared the discussions in the RH session. The discussion focused on how to mainstream gender but government offices both at the national and local levels should understand that you cannot attribute everything to gender. There were a lot of points raised about the lack of coordination but it is not a problem only for women but across all issues and programs. There is a lack of coordination in terms of mapping and limited resources of organisations. The striking thing about RH issue is that it will be identified as an issue if someone gets pregnant, and especially if she is a minor. This is the problem with sexual reproductive rights, there's lacking in terms of giving importance to sexual health and its linkage to GBV.

The synthesis of the parallel session on rebuilding women's livelihood was led by Ms. Daryl Leyesa. She pointed out that rebuilding of women's livelihood is not just about gender differentiated needs but also the gender specific roles, capacities and potentials that we have before and we can still enrich more as we travel towards recovery and rehabilitation. She raised seven critical points: (1) Livelihood is not just income but what men and women can control from this income. (2) It's not about what money we have but what decisions can men and women exercise over their resources. (3) It's not just about technology but if men and women can afford and sustain such technology. (4) It's not only organising enterprises but understanding the dynamics and capacities of the men and women entrepreneurs. (5) It's not just about credit for capital, but the capacity of women to mobilise our own capital in whether savings in formal or informal means. (6) It's not just about market that buys the produce but market that supports food security therefore supporting the cash and care economy where the women are. (7) Women livelihoods compliments men livelihoods in terms of environmental management we have examples of women manage spaces, coastal resources, gardens, vegetable growing, nurturing the seas, mangrove rehabilitation, at the end of the day what we want to visualise and made visible are that women are not just protected but women are here to protect.

Ms. Kessila Bersamin shared the highlights of the LGBT parallel session. According to her, the exploratory research that was presented tried to break the invisibility of the LGBT sector when it comes to the discussion of DRR. One specific issue that was raised by the LGBT in the Yolanda affected areas was the use of safe and clean toilets which was not even pointed out by the women. Another issue is that LGBT is not recognized in the community as head

of households even if they are the breadwinners of the family. There were however some recommendations from the participants to enhance or improve the exploratory research. These include: (1) identifying specific barriers to participation of the LGBT, (2) transforming the project into an operational research so that it can resolve the problem of funding, (3) focusing on LGBT issues and concerns and be able to distinguish them from the concerns of the women and girls, (4) organizing sector to sustain strong participation of LGBT sector, and (5) establishing or strengthening linkages with the municipal and provincial government and then with other organizations involved in DRR.

Finally, Ms. Gina Rose Chan of the UP Centre for Women Studies talked about the highlights of the parallel session on promoting women's leadership in emergency response. The session helped them to identify or provide new meanings to the letters of the alphabet. For example, "L" for leadership, "A" for Awareness and Agency Agreement, the three "Rs" for recognition, reduction, and restitution of burden of care that women are carrying, and "C" for celebrating women strengthen amidst the challenges. Ms. Gina also said that it is important to recognise women's resiliencies in times of disaster and even without disaster. All women have leadership capacity to share and capacity to learn new skills and share with others. She also recognised the challenges including the difficulty of putting women's concerns at the forefront. There is also an issue of sustainability; what will happen after international organisations leave the areas? There is also a concern on the utilisation of the 5% GAD budget. It is recognised that it is indeed a policy but not all agencies and even LGUs provide that 5%; some even do not know that there is such a thing.



ANNEX

LIST OF PARTICIPANTS

| Women after the Storm Forum | | | | |
|--------------------------------------|------------------------------|------------|--|---------------------------------------|
| 26 August 2014 | | | | |
| NO. | NAME | Sex | POSITION | ORGANIZATION |
| Promoting Women's Leadership | | | | |
| 1 | Joyce Laker | F | Country Manager | AAI |
| 2 | Linda Fabillar | F | Giplos Core Leader / President | ABANTE KABABAYEN-AN |
| 3 | Jayza Deladia | F | Balangiga Core Leader | ABANTE KABABAYEN-AN |
| 4 | Contessa Gacho | F | Lawaan Core Leader | ABANTE KABABAYEN-AN |
| 5 | Amabel Macawile | F | Quinapondan Core Leader | ABANTE KABABAYEN-AN |
| 6 | Teodorra Canillas | F | Mercedes Assistant Core Leader | BUSILAK ABANTE KABABAYEN-AN |
| 7 | Kaiser Rejve | M | Programme Manager | OXFAM |
| 8 | Farhana Hafiz | F | Gender Lead for Humanitarian | OXFAM |
| 9 | Joan Odena | F | Protection Officer | OXFAM |
| 10 | Analyn Lucas | F | MEAL Officer | OXFAM |
| 11 | Henry Abawag | M | Gender Officer | OXFAM |
| 12 | Maricor Muzones | F | Partnership Coordinator | OXFAM |
| 13 | Vivian Ariza | F | Brgy. WASH Committee Leader | |
| 14 | Carmelita Sorraga | F | VP / Treasurer | OWA / OMAGIECA |
| 15 | Dervin Villarosa | M | Protection Associate | UNHCR |
| 16 | Carmen Rodriguez | F | Gender Advisor | PAZ Y DESAROLLO (PyD) Regional Office |
| 17 | Lilia Perez | F | Programme Coordinator | PAZ Y DESAROLLO (PYD) |
| 18 | Benilda Albao | F | Protection | UNHCR |
| 19 | Maria Loreto "Malu" N. Padua | F | Senior Social Development Specialis | World Bank |
| 20 | Roberto Dazo | M | Team Lead | World Vision |
| 21 | Josefa Pizon | F | Executive Director | UP-PKKK / RDI-Leyte |
| 22 | Kessila Bersamin | F | Program Associate | CDP |
| 23 | Ross Hardy | M | DRR Advisor | UNDP |
| 24 | Carlita Baldos | F | | Likhaan |
| 25 | Lilibeth Armayan | F | | Likhaan |
| 26 | Nancy Ebuenga | F | Disaster Assistance Specialist | USAID |
| 27 | Anu Pillay | F | Senior GenCap Adviser | OCHA |
| 28 | Sittie Nur Dayhanna Mohamad | F | Member / Staff | AMDF |
| Rebuilding Women's Livelihood | | | | |
| 29 | Luvy Villanueva | F | Consultant | Philippine Commission on Women (PCW) |
| 30 | Erwin Quinones | M | COM Facilitator | SAMDHANA |
| 31 | Lilia Advincula | F | Tacloban WASH Comm Leader / President | LEFADO Women's Association |
| 32 | Shirley Gamus | F | | Tacloban - Women's Carpentry Group |
| 33 | Alison Kent | F | Humanitarian Policy Advisor | OXFAM |
| 34 | Rhoda Avila | F | Humanitarian Policy & Advocacy Officer | OXFAM |
| 35 | Jermaine Bayas | M | Programme Manager - North Cebu | OXFAM |
| 36 | Camille Alison C. Adle | F | MEAL Officer | OXFAM |
| 37 | Rafonzel H. Roska | F | EFSVL Assistant | OXFAM |
| 38 | Jo Villanueva | F | RCL on WEL | OXFAM |

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|---|----------------------------|---|--|--|
| 39 | Louie B. Bullanday | F | Team Lead | World Vision |
| 40 | Fe Cantero | F | | Kalipunan ng Liping Pilipina (KALIPI) |
| 41 | Felisa R. Castro | F | President | KAKASA Federation / PKKK |
| 42 | Amelyn Labajo Bayon-on | F | President | KALIPI Federation |
| 43 | Mirazol G. Gayoso | F | Guiuan Core Leader | ABANTE KABABAYEN-AN |
| 44 | Nuncia R. Llego | F | Salcedo Core Leader | ABANTE KABABAYEN-AN |
| 45 | Krista Zimmerman | F | Humanitarian Advocacy Manager | Save the Children |
| 46 | Kathy Clarin | F | Program Manager | ISEA |
| 47 | Kathleen Rose Cruz | F | Program Operations Specialist | USAID |
| 48 | Fe Kagahastian | F | Cash Coordinator | OCHA |
| 49 | Melchor L. Mergal | M | Municipal Mayor | LGU - Salcedo |
| 50 | Michael Quilala | M | | PSTCRRRC |
| 51 | Nikki Meru | F | Rebuild Project Communications Team Leader | USAID |
| 52 | Daryl Leyesa | F | SHC National Coordinator | Kindernothilfe |
| 53 | Fatima Verzosa | F | Gender and Development Specialist | USAID |
| 54 | Judy Pasimio | F | Coordinator | LILAK |
| 55 | Rainier Astin Sindayen | M | Project Officer | WeGovern Institute |
| 56 | Mayi Fabros | F | Young Women Collective Coordinator | Woman Health |
| 57 | Isydra Desabille | F | President | Kampindoy Sillon Farmers Barangay Association (KASIPABA) |
| 58 | Badete Galiaga | F | PO | DFAT |
| 59 | Agnes Bolanos | F | Executive Director | AADC |
| 60 | Pamela Godoy-Averion | F | GBV Programme Officer | UNFPA |
| Gender-Based Violence (GBV) Incidence & Response | | | | |
| 61 | Aleta S. Santos | F | Executive Director | Hope for the Youth Foundation, Inc. |
| 62 | Anna Clarissa S. Sunga | F | Social Development Staff - SPID | NEDA |
| 63 | Aleandre Kwan | F | Student | ADMU |
| 64 | Myrna A. Gaylon | F | MSDWDO | LGU - Guiuan |
| 65 | Ma. Amelita G. Macasa | F | MSDWDO | LGU - Salcedo |
| 66 | Bgay Bayudang | F | Gender Assistant | OXFAM |
| 67 | Marinela Nunez | F | Gender Officer | OXFAM |
| 68 | Ma. Nina Lourdes Somera | F | | OXFAM |
| 69 | Daniel Ramonal | F | Info Comm Officer | OXFAM |
| 70 | Alma Saliente | F | Protection Assistant, | OXFAM |
| 71 | Keeshia Lynn Marie Austria | F | MEAL Assistant | OXFAM |
| 72 | Danielle Lustig | F | Humanitarian Programme Director | OXFAM |
| 73 | Liezl Ayon | F | Gender Assistant | OXFAM |
| 74 | Tess Dico-Young | F | Global Gender Advisor | OXFAM |
| 75 | Maricar Brenda Edmila | F | Child Protection in Emergencies Officer | Save the Children |
| 76 | Khaleen Sasuman | F | Planning Officer IV - MED | Philippine Commission on Women (PCW) |
| 77 | Editha Manto | F | Women's Leader | RDI /BRAMO |
| 78 | Florinor Algo | F | Child Protection & Development Specialist | World Vision |
| 79 | Lucille Nievera | F | Program Officer | World Health Organization (WHO) Regional Office for the Western Pacific |
| 80 | Karen Brutus | F | Graduate Student | UP CSWCD WD |
| 81 | Elgin A. Mazo | F | Protective Services Bureau (PSB) | DSWD |
| 82 | Rebecca Albiso | F | Staff | Katilingban (KKI) |
| 83 | Vichel Juguilon | F | Planning Officer | Philippine Commission on Women (PCW) |
| 84 | Jocelyn Torres | F | Gender Assistant | OXFAM |
| 85 | Annabel Manalo | F | | ATS |
| 86 | Claire Padilla | F | Executive Director | Engenderights |
| 87 | Zahria Muti-Mapandi | F | Executive Director | AMDF |
| 88 | Cong Corrales | M | Reporter | PCIJ |
| 89 | Raizsa Mae 'Bai' Anayatin | F | Executive Director | MINCODE |
| 90 | Voltaire Tayag | | Reporter | Rappler |
| Reproductive Health Issues & Concerns | | | | |
| 91 | Erick Ballena | M | | Likhaan |
| 92 | Mardy Ballena | F | | Likhaan |
| 93 | Auria Aguma | F | CHW | Likhaan |
| 94 | Josefina Simbajon | F | CD | Likhaan |

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|-----|-----------------------------------|---|--------------------------------------|---|
| 95 | Jed Alegado | M | Media & Communications Officer | OXFAM |
| 96 | Karl Chan | M | Finance Assistant | OXFAM |
| 97 | Genevive Estacaan | F | Information & Communications Officer | OXFAM |
| 98 | Lyca Sarenas | F | Programme Manager | OXFAM |
| 99 | Loida Sapner | F | SW | Katilingban sa Kalambuan |
| 100 | Amparo Miciano | F | | PKKK |
| 101 | Dr. Angellito Umali | M | RH Coordinator | UNFPA |
| 102 | Claire Jeanne L. Arboleda | F | Programme Officer | Women's Legal and Human Rights Bureau, Inc. (WLB) |
| 103 | Gina Rose L. Chan | F | Univ. Extension Specialist | UPCWS |
| 104 | Den Ismael | F | | LILAK |
| 105 | Dr. Yvonne Duque | F | Child Well Being Program Manager | World Vision |
| 106 | Myra Tambor | F | Advocacy Officer | SAMARENA Organisation |
| 107 | Ellen San Gabriel | F | Project Coordinator | LIKHAAN |
| 108 | Rowena Alvarez | F | Technical Advisory Unit Manager | Save the Children |
| 109 | Andrea Macaventa | F | Communication & Advocacy officer | PAZ Y DESAROLLO (PYD) |
| | LGBT Issues & Concerns | | | |
| 110 | Rebecca Lagunsad | F | Gender Officer | OXFAM |
| 111 | Maria Teresa Katangkatang | F | Gender Assistant | OXFAM |
| 112 | Fredie Delingon | M | Gender Assistant | OXFAM |
| 113 | Sabyte Paguio | F | Policy Advocacy Coordinator | OXFAM |
| 114 | Venus Padul | F | HR Manager | OXFAM |
| 115 | Jane Banez-Ockelford | F | Consultant | OXFAM |
| 116 | Emelita Canarias | F | Protection Officer | OXFAM |
| 117 | Rowena Dacsig | F | Gender Focal | UNOCHA |
| 118 | Tisha Doris Ylaya | F | Visayas Regional Coordinator | Rainbow Rights Philippines |
| 119 | Maica Lagman | F | External Affairs Coordinator | Rainbow Rights Philippines |
| 120 | Remedios Rikken | F | Chairperson | Philippine Commission on Women (PCW) |
| 121 | Ofelia Escauriaga | F | | Philippine Commission on Women (PCW) |
| 122 | Jasmine Watson | F | EA | Philippine Commission on Women (PCW) |





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|-----|-----------------------------|---|---------------------------|--------------------------------------|
| 123 | Amiya Sawajaan | F | PO | Philippine Commission on Women (PCW) |
| 124 | Angie Umbac | F | President | Rainbow Rights Philippines |
| | Others | | | |
| 125 | Emmeline L. Verzosa | F | Executive Director | Philippine Commission on Women (PCW) |
| 126 | Junice L. D. Melgar | F | Executive Director | Likhaan |
| 127 | Jerico Roy Santos Germar | M | Researcher | UP CSWCD |
| 128 | Melanie Reyes | F | Programme Coordinator | WAGI |
| 129 | Rejane Torrecampo | F | Documenter | |
| 130 | Lyka Cabacungan | F | Documenter | |
| 131 | Jonah Vidal | F | Documenter | |
| 132 | Yelyn Torres | F | Documenter | |
| 133 | Rachelle Babasa | F | Documenter | |
| 134 | Marie Madamba Nunez | F | Programme Coordinator | OXFAM |
| 135 | Jeremy Ockelford | M | Country WASH Coordinator | OXFAM |
| 136 | Golda Hilario | F | Policy & Research Officer | OXFAM |
| 137 | Rhia Muhi | F | Protection Coordinator | OXFAM |
| 138 | Justin Morgan | F | Country Director | OXFAM |
| 139 | Annie Calma Santoalla | F | Logistics Officer | OXFAM |
| 140 | Shelley Ann Renee Francisco | F | EJ Programme Officer | OXFAM |
| 141 | Anna Liza Mones | F | Gender Officer | OXFAM |
| 142 | Alexandra Pura | F | GJ Programme Coordinator | OXFAM |
| 143 | Libertad Domellita | F | Haivan Gender Coordinator | OXFAM |
| 144 | Clementine Louise Novales | F | Gender Officer | OXFAM |
| 145 | Jenny Hernandez | F | DRR | OXFAM |
| 146 | Nora Nesola | F | GJ Programme Assistant | OXFAM |